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POLICE

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SOCIAL SCIENCES

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By Edward H. Roehrick

Fingerprinting
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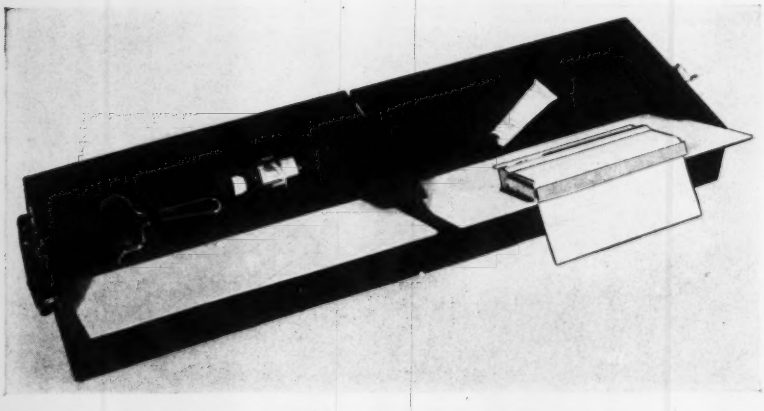

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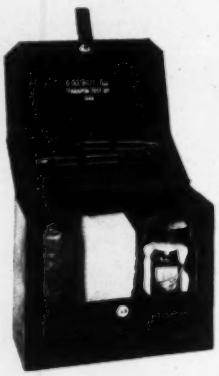

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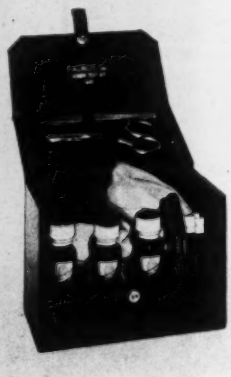

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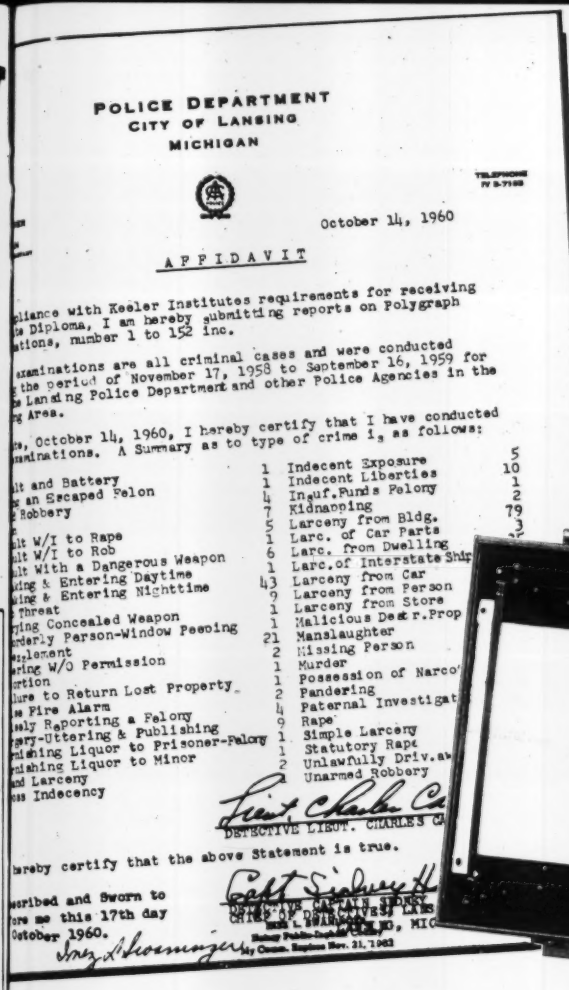

POLICE DEPARTMENT
CITY OF LANSING
MICHIGAN

October 14, 1960

AFFIDAVIT

...liance with Keeler Institutes requirements for receiving ...te Diploma, I am hereby submitting reports on Polygraph ...ations, number 1 to 152 inc.

...examinations are all criminal cases and were conducted ...the period of November 17, 1958 to September 16, 1959 for ...e Lansing Police Department and other Police Agencies in the ...g Area.

...te, October 14, 1960, I hereby certify that I have conducted ...xaminations. A Summary as to type of crime is as follows:

...lt and Battery	1	Indecent Exposure	5
...g an Escaped Felon	1	Indecent Liberties	10
...Robbery	4	Insuf.Funds Felony	1
...lt W/I to Rape	7	Kidnapping	2
...lt W/I to Rob	5	Larceny from Bldg.	79
...lt With a Dangerous Weapon	1	Larc. of Car Parts	3
...king & Entering Daytime	6	Larc. from Dwelling	
...king & Entering Nighttime	1	Larc.of Interstate Ship	
...Threat	43	Larceny from Car	
...ying Concealed Weapon	9	Larceny from Person	
...rderly Person-Window Peeping	1	Larceny from Store	
...zzlement	1	Malicious Destr.Prop	
...ring W/O Permission	21	Manslaughter	
...ortion	2	Missing Person	
...lure to Return Lost Property	1	Murder	
...se Fire Alarm	1	Possession of Narco	
...sely Reporting a Felony	2	Pandering	
...gery-Uttering & Publishing	4	Paternal Investigat	
...nishing Liquor to Prisoner-Felony	9	Rape	
...nishing Liquor to Minor	1	Simple Larceny	
...nd Larceny	1	Statutory Rape	
...ss Indecency	2	Unlawfully Driv.aw	
	1	Unarmed Robbery	

Lieut. Charles Ca...
DETECTIVE LIEUT. CHARLES CA...

...hereby certify that the above Statement is true.

...ecribed and Sworn to ...ore me this 17th day ...October 1960.

Capt. Sidney H...
DETECTIVE CAPTAIN SIDNEY ...
CHIEF OF DETECTIVES, LANS...
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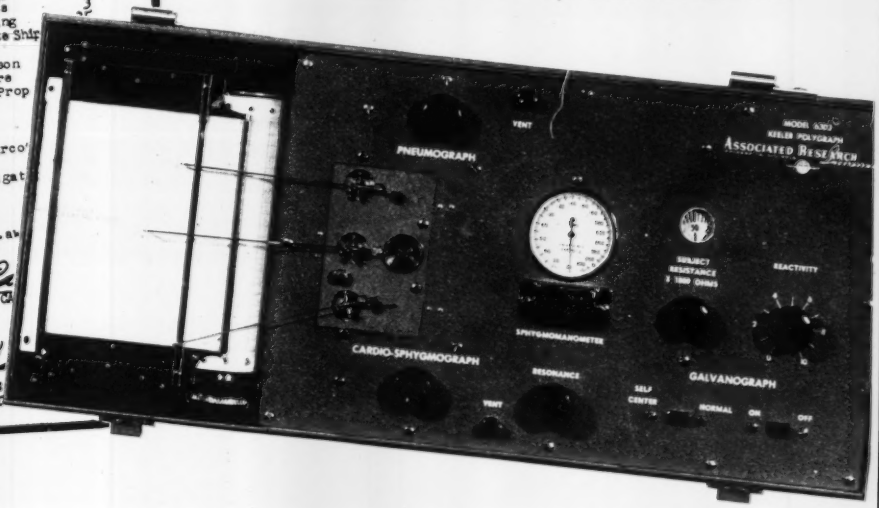

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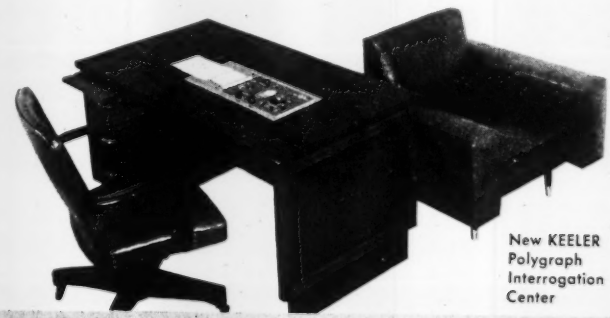

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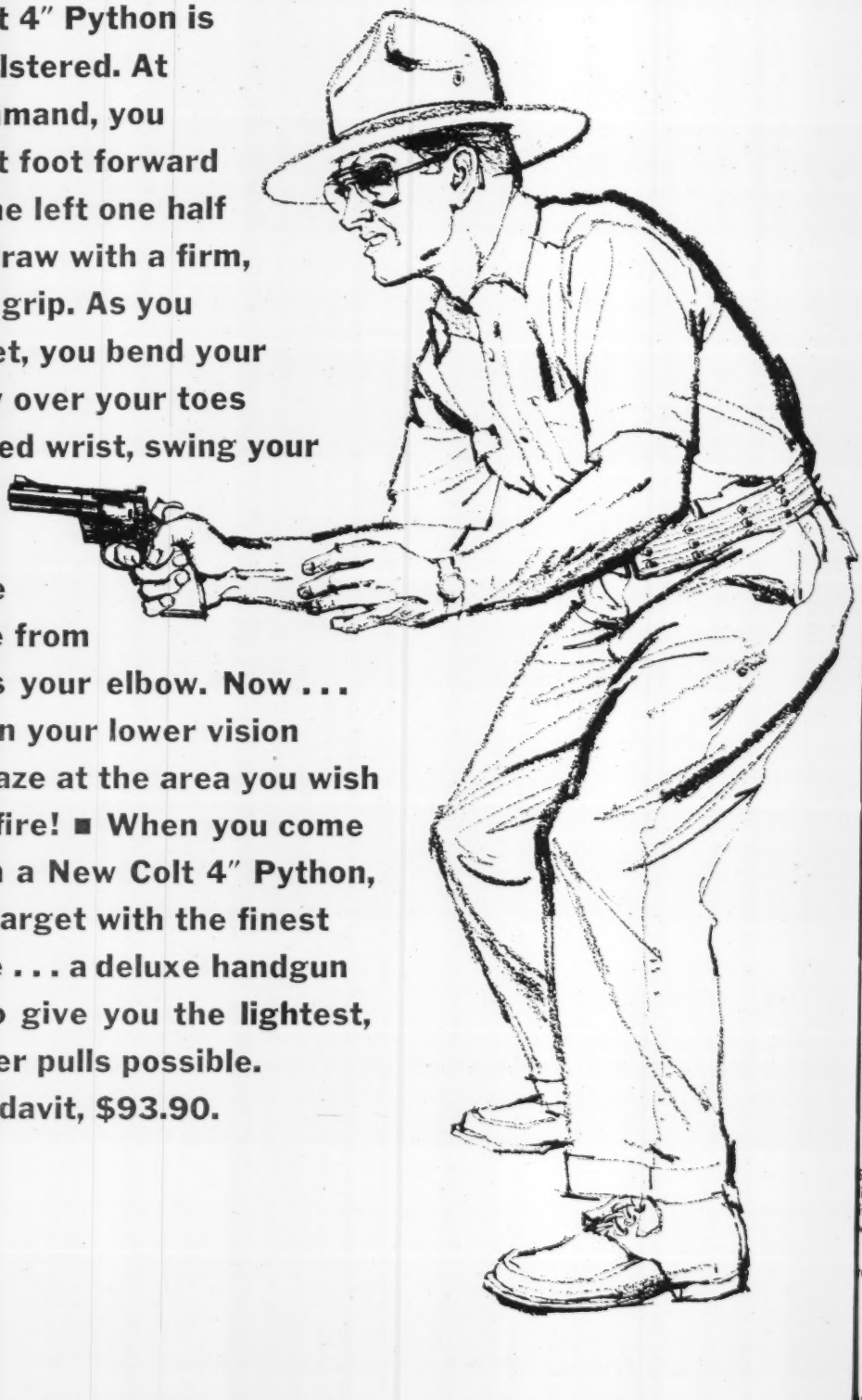

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SPECIAL AGENT'S SECTION — A regular feature for industrial security officers and others in private policing organizations. See page 65.

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1961

JULY
AUGUST

Chicago Police Department Canine Patrol Unit

By Sgt. Edward W. Roehrick

ABOUT THE AUTHOR: *Sergeant Roehrick has been a member of the Chicago Police Department for thirteen years. Prior to his assignment as organizer of the Canine Patrol Unit, the major segment of his career has been in the Traffic Division. For four years he was assigned to the Traffic Planning Bureau and was instrumental in setting up plans and procedures relative to the selective enforcement of traffic violations.*

After careful consideration and study, the Chicago Police Department has taken steps to activate, by June 1, 1961, a Canine Patrol Unit as an integral part of its law enforcement machinery.

A comparison was initially made of the similarity between crimes perpetrated in Chicago and those in other cities using such a patrol. After an examination of the types of crimes controlled by dog units in other cities, the need for such a program was definitely established.

The Chicago Police Department is greatly indebted to the St. Louis Police Department, and particularly to the Chief of Police, Col. Curtis Brostron for the fine help and assistance given us in acquainting our force with the methods, procedures and problems involved in developing such a unit. Their excellent record of canine corps law enforcement caused us to contact them in our preliminary studies. This writer was sent to St. Louis for a week, to make a study of the field operations, training school methods, acquisition of men and dogs, and administrative procedures. Upon his return, a report of the study was presented to Superintendent O. W. Wilson, and the decision was made to proceed with the setting up of the canine program.

Address: Sgt. Edward W. Roehrick, Canine Unit, Chicago Police Department, 1121 South State Street, Chicago 5, Illinois.

SELECTION OF MEN

A call was sent forth to all members of the department requesting volunteers for the unit. It must be pointed out at this time that entry into this type of police work must be of voluntary nature. To achieve the results desired in working with a dog, the officer must wholeheartedly want to engage in this type of work. The candidate must meet the following basic requirements to qualify for the position of dog handler.

—Married with own home and adequate yard space.
—Wife's permission to kennel dog at home.
—Neighbor's consent.
—Adequate police experience.
—Under 40 years of age.
—Good record with the department.
—Deep affection for dogs and keen interest in work.

All of the above qualifications are investigated prior to the acceptance of a candidate. From a field of eighty volunteers for the program, a police board consisting of line officers from the Patrol Division selected the first six patrolmen, by oral interviews, to commence the training as dog handler candidates.

PROCUREMENT OF DOGS

All dogs in use have been donated to the Police Department by citizens of Chicago and the surrounding suburbs. An agreement is signed by the donor recognizing the fact that the dog is to be used for police purposes, and relinquishing all title and right to the dog. Following disqualification of the dog for any reason, the donor is contacted as to whether he wishes to have the animal returned to him. If he does, the dog is returned; if not, another home is found for the dog by the Police Department. The length of service, dependent upon the ability of the animal, is from six to eight years.

Because of the success in the use of German Shepherds in foreign countries and in many cities in the United States, our Department has requested that donations be limited exclusively to the German Shepherd breed. Qualifications for acceptance of the dog are as follows:

—9 months to 2 years of age.
—Male dogs only.
—Even temperament—not shy—not vicious.
—Intelligent looking, alert, standing ears.
—Weight at least 75 pounds.

Following the acceptance — from the standpoint of appearance—by the sergeant in charge, the dog is given a complete medical examination by the Canine Patrol Unit veterinarian, Dr. Robert Forrest. An x-ray examination of the dog's pelvis is made to ascertain the condition of the hip joint which plays such an important role in the performance of a Canine Patrol Unit dog. The teeth, ears

ves are checked; a stool and urinalysis examination is completed. Upon the successful outcome of the tests, the animal is given the required inoculations and is scheduled to begin the initial training with a dog handler candidate.

INITIAL TRAINING COURSE

The initial training course takes fourteen weeks and is broken down into three main categories; Obedience training, attack training, and tracking problems.

In the early phase of the obedience training, the dog is taught to heel, sit, stay, lie down and come to the handler. Oral commands are used to teach the dog these basic obedience actions. The obedience period also includes the mastering of various obstacles from low eight inch boxes to a graduated scaling wall which can be adjusted for jumps from four feet to nine feet in height.

The attack training teaches the dog to pursue a fleeing suspect upon the oral command of the handler, and to restrain the culprit until the arrival of the handler who will follow closely. In many cases the mere barking of a large dog in pursuit will be sufficient for apprehension with no force being required on the part of the animal.

In tracking, the scenting power of the dog is developed through various field problems posed by the trainer in charge. In this training, large open field areas surrounding the Canine school are utilized. The dog will be taught to track a suspect by scent and to find articles that have been hidden a good distance from the start of the scenting problem. Permission will be requested from authorized agents for the use of vacant warehouse-type buildings to practice what is known as building seeking. It is anticipated that when on actual patrol, the Canine teams will be called upon frequently to assist in searching buildings in which a burglar may be concealed. Thus, the utilization of large, vacant buildings for the teaching of this type of seeking is invaluable to a Canine Patrol Unit.

Because of the lack of training facilities at this early stage of the

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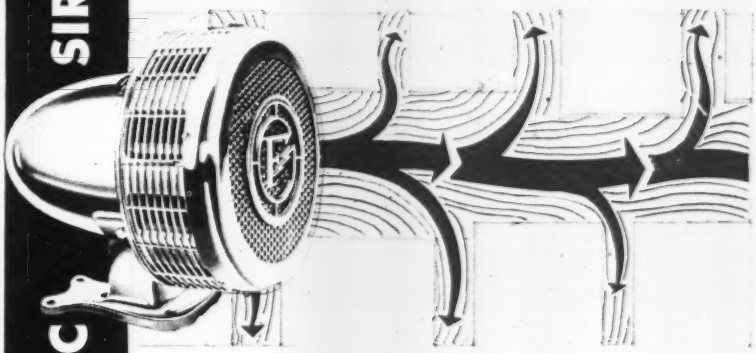

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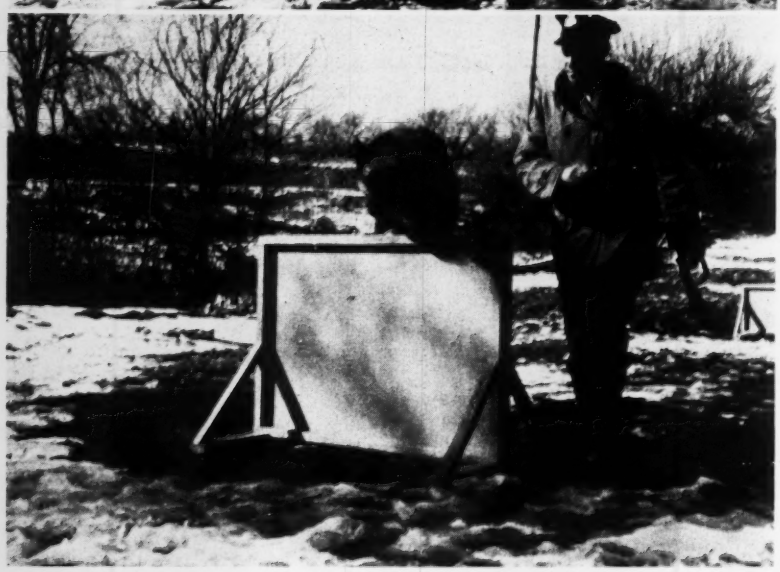

program, Chicago gratefully accepted the offer of the St. Louis Police Department to give the initial training to the first six men and dogs recruited for the program. This course was begun on March 6th; and the men, fully trained and prepared for field duty, will return approximately the second week of June.

In the interim, ground work has begun in Chicago for the installation of our own Canine Training School. Training School buildings and kennels have been designed and will be constructed in the near future on city owned property to the west of the city limits. Home kennels for the rear yards of the handlers have been designed and requisitioned. Specially caged Canine Patrol vehicles have also been ordered, in preparation for the return to duty of the canine teams.

CANINE PATROL ON DUTY

Upon the successful completion of the initial training, the man-dog teams will be assigned as a special striking and crime deterrent force to assist both the department and the individual police officer in the apprehension of the criminal and the prevention of crime. The appearance of a large, well-trained dog, handled by a uniformed police officer can cause a terrific psychological effect. This will be especially valuable at crime scenes and in crowds. It is planned that the main body of the unit be placed on night duty. Night being the natural hunting time for the dog, it is found that the animal is much more alert and inquisitive when patrolling after dark. The majority of the patrol will be on foot, with a small, but very mobile force available for call by radio in the event assistance is required by investigating officers. Studies of crime statistics of other cities have provided concrete evidence as to the worth of the Canine Patrol Unit. Sharp declines have taken place where teams have been assigned in crimes against the person on the street, burglaries, unruly mobs, and in routing undesirables from parks and hospital areas. When off duty, the dog will be kenneled at the home of the handler and will become a member of the family. From personal observation in St. Louis this method of caring for the dog has worked out extremely well, and has drawn the man and dog into a very close bond of affection.

Once the success of the first group of men and dogs is established, the Chicago Canine Patrol Unit will be gradually expanded toward the eventual goal of 150 to 160 teams. Canine Training School instructors will be drawn from field personnel who have shown outstanding ability in this endeavor.

The general public has evidenced a warm acceptance of the program in its beginning stages through an overwhelming response to our requests for dog donations. The press of the city has been most cooperative and helpful in acquainting the citizens of Chicago with the purpose of the unit, the need for and the qualifications required of the animals.

Chicago is indeed proud to join the many other cities in the United States that have come forward with this potent new arm of law enforcement, the Canine Patrol Unit.

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MIAMI FLORIDA'S NEW K-9 CORPS

Miami, Fla.—Prince III completes the last obstacle in his course with Miami police department's first K-9 corps. Four other dogs and their patrolmen "masters" will be assigned to late tours of duty in Miami industrial and commercial areas.

—Miami-Metro News Bureau Photo

Miami, Fla.—Patrolman Arthur C. Scheeren gives Prince III his "diploma" following "commencement exercises" for the Miami police department's new K-9 corps. First in Florida, this team is one of five which will be assigned to late tours of duty in Miami's mushrooming industrial and commercial areas.

—Miami-Metro News Bureau Photo

Civil Liberties And Law Enforcement

By Jack W. Rodgers

About The Author: *The author is Director of Research for the Nebraska Legislative Council, a position which he has held since 1954. He is also an Associate Professor of Political Science at the University of Nebraska where he teaches Constitutional Law and Civil Liberties. Mr. Rodgers saw service in the United States Navy from 1942 until 1945. Following his discharge he resumed his education and received his A.B. and M.A. degrees from Fort Hays Kansas State College. In 1953 he received his Ph.D. from the University of Nebraska.*

PART I

Certainly the enforcement of criminal law is one of the most important governmental responsibilities. The cement which binds society together is respect for law and order, and those who will not or cannot comport with this requirement must be proceeded against and restrained. Government is the mechanism which man has established to create the environment within which he may develop his own potentialities and his worth as an individual. This can be done in an ordered society only, and our law enforcement officials are government's agents in the provision and maintenance of this order.

Yet, there is another crucial ingredient of our democratic system. Order for the sake of order is tyranny. The democratic concept is order within a sphere of individual liberty. The democratic concern for personal rights and privileges is fundamental, and these rights and privileges are granted to all persons—not to just the good, the rich, the white, the religious orthodox, or the law-abiding, but to all *persons*. The democratic concept of the innate worth of the individual demands that, whatever his transgressions might be, he is to be proceeded against in a fair and orderly manner.

It has been said that there is no more accurate index of a nation's regard for civil liberty than is to be found in the laws and procedures by which it deals with persons accused of crime. The Founding Fathers were aware of the need for orderly procedures, as were the members of the state conventions set up to ratify the new Constitution. Many of these conventions ratified with the express understanding that the first Congress would submit a Bill of Rights containing procedural guarantees, as well as substantive rights, as limitations on the new national government, just as their own state constitutions protected the people from sate officials.

Address: Mr. Jack W. Rodgers, Director of Research, State of Nebraska Legislative Council, State Capitol, Lincoln, Nebraska.

Today most people would readily admit that the law-abiding citizen should be protected to the fullest extent in his rights and privileges. But ordinarily *he* is not the person who needs this protection; it is the person who has been accused of some illegal act by society, that is, by the government.

It is not generally realized that our Bills of Rights, both state and national, contain primarily limitations on the procedures which government may employ in denying any person his life or liberty. For the most part they concern those procedures to be employed against persons accused or suspected of crime. For example, the Nebraska Bill of Rights contains 27 sections, of which 14 pertain to the rights of those accused of crime and to criminal procedure. Then, within these 14 sections, there are no less than 26 separate personal freedoms listed. Of the first 8 amendments to the Federal Constitution making up the Federal Bill of Rights, 4 are devoted to the rights of those accused of crime, and these 4 amendments contain 16 separate procedural rights.

Justice Felix Frankfurter of the United States Supreme Court has said that "the history of American freedom is in no small part the history of procedure." And Justice William O. Douglas of the same court has expressed it this way: "It is not without significance that most of the provisions of the bill of rights are procedural. It is procedure that spells much of the difference between rule by law and rule by whim or caprice. Steadfast adherence to strict procedural safeguards is our main assurance that there will be equal justice under law."

Many persons, including public officials and sections of the press, have often looked upon these procedural guarantees as socially undesirable, generally referring to them as needless technicalities interfering with efficient law enforcement. This is especially true when a particularly vicious criminal or a definitely undesirable individual appears to be using these "technicalities" to shield himself from his just desserts. Justices Frankfurter and Douglas have also cautioned us on this point. Justice Frankfurter has remarked that "it is a fair summary of history to say that the safeguards of liberty have frequently been forged in controversies involving not very nice people." And Justice Douglas has said that "when we deny even the most degraded person the rudiments of a fair trial, we endanger the liberties of everyone." And it might also be well to recall that the rights surrounding a person ac

used or suspected of crime have their origins in some of the most gruesome pages of history. Furthermore, many persons other than hardened criminals and degraded individuals come under suspicion as law violators.

There are current instances of impatience with some of these procedural safeguards. The Fifth Amendment protection against self-incrimination has been harshly criticized recently, largely because of its use by those ensnarled in the Federal Government's loyalty-security investigations, an area bound to arouse popular passions, and in the current investigations of the activities of certain labor leaders. A member of Congress has even suggested that it might become necessary to abolish the guarantee by constitutional amendment! Then, the Supreme Court has just ruled that the government must make relevant secret FBI files available to defendants in criminal cases, and the Commissioner of Narcotics complains that this will seriously hamstring prosecutions of narcotics offenders. Court rulings limiting the use of wire-tapping have led to numerous official complaints also.

Others point out, however, that if a particular procedural guarantee is to be set aside or abolished when it appears to interfere with law enforcement, in these cases freedom from self-incrimination and the right to be informed of the evidence against an accused, what is to prevent eventual erosion of the other guarantees? In time perhaps the cornerstone of all personal liberty, the writ of habeas corpus, would come to be considered a procedural nuisance. The impression which has been built up in the minds of many people that thousands of guilty persons escape punishment each year solely because of loopholes in the law is not subject to verification. At any rate, it might be well to recall the words of the famous libertarian justice of the United States Supreme Court, Oliver Wendell Holmes, when he said that ". . . for my part I think it a less evil that some criminals should escape than that the Government should play and ignoble part . . ."

This is not to say, however, that the ideal of criminal justice should necessarily weigh the balance in the criminal's favor so as to make it extremely difficult for the state to secure a conviction against him, or to ensure him a light sentence if he is found guilty. Instead, the meaning of civil liberty at this point must be to guarantee to every person accused of crime fair, equal treatment by means of regular, impersonal procedures in a court free from passion or prejudice.

What are these constitutional rights we are talking about? In Federal criminal proceedings a person is protected from unreasonable searches and seizures, is indictable by a grand jury, shall not be put twice in jeopardy of life or limb for the same offense, shall not be compelled to be a witness against himself, is granted a speedy and

Announcing New Police College News Section

In the near future *POLICE* will present a new section devoted to college level police training. It will be the function of this section to present news and announcements regarding university and college programs in the area of law enforcement, criminology, and corrections.

To obtain material for this section it is necessary to rely on the staff of the various college level programs to supply information. Of particular interest would be items of the following nature:

1. New faculty appointments or changes
2. Institutes or special programs
3. Research projects
4. Faculty or department publications
5. New programs or colleges offering programs
6. Special student or faculty achievement
7. Formation or activities of student or faculty professional organizations
8. Unusual contributions made to law enforcement by the college.

If available and relevant, photographs should accompany items submitted. It is not intended that this section should be used to advertise the regular class offerings or programs of the colleges, but rather their special, unusual, or noteworthy activities. The deadline for advance notice items is approximately 90 days prior to publication date. The editor will attempt to distribute the available space fairly among the contributors with relation to size and type of program, geographical area, and importance. Items not used in one issue may be held and run in a latter issue, if space requirements so dictate. Your co-operation in furnishing material will be greatly appreciated.

Allen P. Bristow, Assistant Professor, Department of Police Science, Lost Angeles State College, will act as Editor of this new section. Please submit materials directly to him, in care of:

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Los Angeles 32, California

public trial by an impartial jury, has the right to be informed of the nature of the charge against him, to have compulsory process for obtaining witnesses in his behalf, to have the assistance of counsel, and to be exempt from excessive bail and fines and from cruel and unusual punishments. Then there is the fundamental protection from being deprived of life or liberty without due process of law. The provisions of most state bills of rights are quite similar to these found in the Federal Constitution.

Most criminal law is state law, and under our Federal system the states have great leeway in establishing their own criminal procedures. The protections set out above which are found in the Federal Bill of Rights are not necessarily applicable to state criminal proceedings in all instances. They apply to Federal proceedings only. For example, the United States Supreme Court has held that states may substitute prosecution by information for the grand jury, are not required to furnish counsel in every case, may comment on the refusal of the accused to testify in his own behalf, and may alter the common law trial by jury.

The adoption of the Fourteenth Amendment in 1868, however, placed the states under the same limitation found in the Fifth Amendment pertaining to the Federal Government, that is, that no person may be deprived of life, liberty, or property without due process of law. While it has often been contended that this provision should make all the provisions of the first eight Amendments applicable to the states, the United States Supreme Court has consistently refused to so hold. The Supreme Court has, however, placed some limitations on state criminal procedure, and while some of these limitations may coincide with the specific limitations on the Federal Government found in Amendments four to eight, it is not because they are found there but because they are essential to "fairness," because they "are of the very essence of a scheme of ordered liberty."

Thus, the Court has held that in capital cases a state must furnish the accused the right to counsel, while in noncapital cases states must provide counsel only where there are special circumstances showing that the defendant would not receive the fair notice and adequate hearing which due process requires in the trial of any criminal charge. The restrictions placed on state law enforcement officials by the Supreme Court under the Fourteenth Amendment will be discussed later.

Not only are there constitutional restrictions on criminal proceedings, but there are many statutory limitations. These procedural protections also extend over the whole range of law enforcement, from arrest and interrogation through indictment and final trial. In this article, however, we will be concerned primarily with the rights the accused has in criminal law enforcement prior to his being brought to trial, the abridgement of these rights which have been evident, and the remedies which are available to him.

Police Violation of Rights

Opportunities for the abridgement of civil rights in criminal law enforcement are particularly prevalent at the police level, although they exist all through the stages of the administration of criminal justice. The responsibility for the investigation and apprehension of criminal offenders rests primarily upon the police, and there are numerous instances of these officials resorting to practices and devices which do not comport with our democratic philosophy.

This police lawlessness may take a number of different forms, such as illegal arrests, brutal physical handling of suspects, the infamous third degree, illegal interrogation, securing confessions by illegal means, illegal detention, failure to advise the suspect as to his constitutional rights, failure to provide counsel, and failure to arraign promptly. Undoubtedly the most vicious and inexcuseable practice is that known as the third degree, which is the employment of methods which inflict suffering, physical or mental, upon a person in order to obtain from that person information about a crime.

The practice of the third degree involves the violation of such fundamental rights as those of personal liberty, bail, protection from personal assault and battery, the presumption of innocence until conviction of guilty by due process of law, and the right to employ counsel who shall have access to the accused at reasonable hours. Also involved is the right to avoid self-incrimination, the right to a trial by due process of law, and defense against unlawful searches and seizures.

Why have the police often indulged in such practices? Undoubtedly many officers have employed these methods with a sincere though misguided zeal to protect the public from criminal offenders. A former Justice of the United States Supreme Court, Louis Brandeis, has observed however that "experience should teach us to be most on our guard to protect liberty when the government's purposes are beneficient. Men born to freedom are naturally alert to repel invasion of their liberty by evil-minded rulers. The greatest dangers to liberty lurk in insidious encroachment by men of zeal, well-meaning, but without understanding . . ."

At times these practices may result from the desire to produce a victim in response to popular clamor demanding solution of a crime. The officer may give vent to his own personal feelings toward the accused or his purported crime. They may be completely ignorant of the fact that accused or suspected persons have certain rights and privileges. When public opinion assesses the efficiency of local law enforcement solely on the number of arrests and convictions, the local law enforcement officials are naturally going to make every attempt to meet that standard. Over-zealous prosecutors in many instances must bear their share of the blame as they seek to raise their prosecution and conviction batting averages, and such attitudes are bound to infect the police.

Another factor no doubt is the non-professional attitude toward law enforcement work which has existed in many areas, with the resulting failure to support properly the law enforcement agencies. Poor salaries, facilities, and low public esteem do nothing to raise the professional standards of law enforcement work. Fortunately, this situation is being changed throughout the country. Today there are over 2,400 police training schools in the United States, and the FBI National Academy has done much to raise the level of police work.

Some of these illegal practices have stemmed probably from sheer laziness, from attempts to find short-cuts to scientific police investigation. In other words, it was found easier and simpler in certain instances to beat an admission or confession from a suspect than to look for evidence which will establish guilt beyond a reasonable doubt.

Public opinion first became aroused over and concerned with police brutality in criminal law enforcement with the issuance of the famous Wickersham Commission Reports in 1931. The Commission's findings on lawlessness in law enforcement opened many persons' eyes to abuses which were all too prevalent. Some of the findings and statements of the Commission are worth quoting. For example, the Commission made mention of the following:

> In their zeal to accomplish results government officials themselves frequently lose sight of the fact that they are servants of the law, subject to its mandates and peculiarly charged with the duty to observe its spirit and its letter. They should always remember that there is no more sinister sophism than that the end justifies the employment of illegal means to bring offenders to justice . . . Respect for law, which is the fundamental prerequisite of law observance, hardly can be expected of people in general if the officers charged with enforcement of the law do not set the example of obedience to its precepts.

The Commission went on to specify what procedure was to be followed in the apprehension of law breakers:

> No arrest of a person by an officer for a felony is lawful save pursuant to a warrant issued by a magistrate, upon evidence of probable cause, or without a warrant when the offense has been committed in his presence, or when he has reasonable ground to believe that a felony has been or is being committed or attempted and that the person arrested is guilty thereof. It is the duty of an officer making an arrest to take the prisoner before a magistrate at the earliest possible moment. It is the right of every person arrested to have the legality of his arrest determined by a court and for that purpose to secure from a court of record or judge thereof a writ of habeas corpus which requires the officer having custody of the prisoner to produce him before the court to the end that the legality of his arrest and detention may be inquired into and determined

The procedure required by the criminal code of Nebraska is essentially the same. Particularly, the law requires that the arresting officer take the accused before the proper magistrate and that a preliminary hearing be held as soon as possible for those charged with a felony.

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However, in most states the failure to arraign promptly is not in and of itself a denial of due process of law. But in Federal criminal proceedings any confession, whether voluntary or coerced, is inadmissible if acquired during a period of illegal detention, meaning illegal detention due to failure to arraign the accused promptly.

President Truman's Committee on Civil Rights reported in 1947 and took up the problem of civil rights violations by law enforcement agencies. It said that the number of cases coming before the courts involving these breaches of civil rights was proof that improper police conduct was still widespread, for it must be assumed that there were many instances of the abuse of police power which did not reach the courts. The Committee observed that where lawless police forces exist their activities may impair the civil rights of any citizen, though unpopular, weak, or defenseless groups were most apt to suffer.

The arguments opposed to the third degree or other methods of police coercion, aside from the moral and ethical considerations, are expressed in the results and effects of such methods. They are as follows: they involve a flagrant violation of the law by officers of the law; they involve the danger of false confessions; they tend to make police and prosecutors less zealous in their search for objective evidence; they are a short-cut which makes the police lazy and un-enterprising; they brutalize the police;

they harden the prisoner against society; and they lower the esteem in which the administration of justice is held by the public.

This last consideration is of high importance. The head of the FBI, John Edgar Hoover, has said that "one of the quickest ways for any law enforcement officer to bring public disrepute upon himself, his organization and the entire profession is to be found guilty of a violation of civil rights . . . Civil rights violations are all the more regrettable because they are so unnecessary. Professional standards in law enforcement provide for fighting crime with intelligence rather than force."

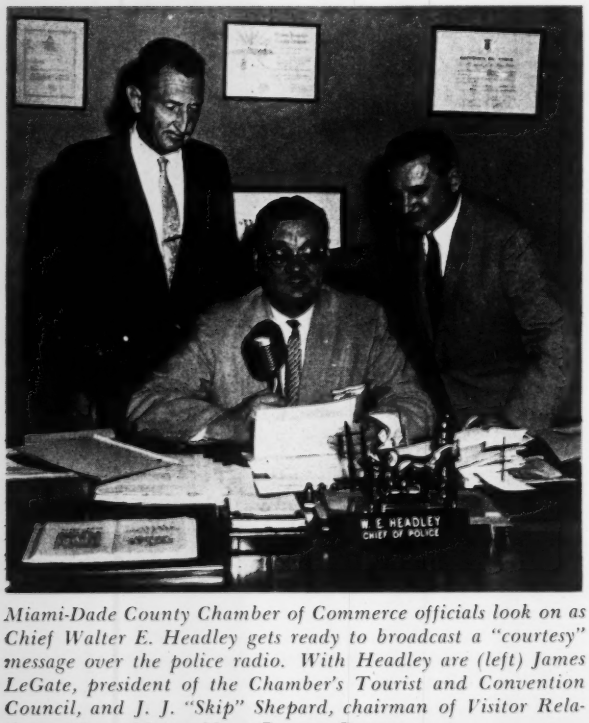
Further comments by Mr. Hoover on this problem are worth repeating. He has said, for example, that "law enforcement . . . in defeating the criminal, must maintain inviolate the historic liberties of the individual. To turn back the criminal, yet, by so doing, destroy the dignity of the individual, would be a hollow victory." And, "it is in this area (violation of civil rights) that law enforcement ethics must rise to prevent abuses, such as third-degree techniques, unlawful arrests, unreasonable detention, illegal searches and seizures. These practices are anathema to civil liberties, destroying the very heart of the American democratic system. They represent law enforcement at its worst."

Another very important effect of police lawlessness should be mentioned. The primary reason for employing illegal methods in police work is to get somebody to confess to something or to make damaging admissions. Aside from the possibility of receiving false confessions, there is a very real danger of having the conviction of a guilty person reversed by an appellate court. The usual avenue of relief sought by victims of police coercion is to have their "confessions" excluded as evidence at their trials. While this point will be discussed more fully in the second installment, it will suffice now to say that generally these confessions are not admissible in evidence.

Earlier in this article it was mentioned that the number of police training schools is increasing and that the professional standards of law enforcement work are being raised all over the country. The raising of police salaries and the establishment of more rigid requirements for entrance into police work have also contributed to this growing professionalization. An inevitable consequence of this development, has been a noticeable reduction in illegal police practices and a greater reliance on scientific investigation. The public must remain alert, however, to see that such practices are stamped out everywhere.

The following installment will discuss the work of the Civil Rights Section in the United States Department of Justice in cases involving police brutality, the law of coerced confessions as developed by the Federal and state courts, and conclusions relating to the entire problem of civil rights and law enforcement. ★★★

Be Kind To Tourists



Miami-Dade County Chamber of Commerce officials look on as Chief Walter E. Headley gets ready to broadcast a "courtesy" message over the police radio. With Headley are (left) James LeGate, president of the Chamber's Tourist and Convention Council, and J. J. "Skip" Shepard, chairman of Visitor Relations.—MIAMI-METRO NEWS BUREAU PHOTO

Miami, Fla.—Something new in police radio calls has been introduced in Miami.

Chief Walter E. Headley, at the suggestion of the Miami-Dade County Chamber of Commerce is broadcasting daily courtesy reminders on the police network.

Chief Headley, in a typical announcement, alerts Miami officers to "be on the lookout for out-of-state and 'E' rental tags."

"Make a special effort to welcome and assist these visitors," he urges his listeners.

Messages vary from day to day, but all emphasize the same point: Be kind to tourists!

Headley is broadcasting temporarily from a mike and transmitter set up in his office. His messages will be taped eventually and transmitted by regular police dispatchers.

Numerous radio and television stations throughout the state are broadcasting special programs and courtesy spots on tourism as part of a campaign sponsored by the Florida Association of Broadcasters.

However, James LeGate, president of the Chamber's Tourist and Convention Council, expressed the belief that the introduction of courtesy spots on the Miami Police radio frequency represents the first time such a program has been undertaken by a police department.

Chief Headley's radio reminders are only part of Miami's police courtesy program. Each rookie class is briefed by a Chamber of Commerce official on the economic implications for tourism and the importance of being courteous and hospitable to the area's visitors.

In addition, Miami Lodge No. 20 of the Fraternal Order of Police awards a $25 Savings Bond each month to a Miami policeman named "Most Courteous Officer."

Let's Talk About Abortions*

By Zad Leavy and Jerome M. Kummer

About the Authors: *Dr. Kummer received the B.A. degree from Wesleyan University and the M.D. degree at New York Medical College. Following internship with the U. S. Public Health Service, he served as Psychiatrist with the U. S. Army and Veterans Administration. Dr. Kummer is currently engaged in private practice in Santa Monica, Calif., and serves as Assistant Clinical Professor, Department of Psychiatry, in U.C.L.A.'s School of Medicine. He is the author of numerous articles on the psychiatric aspects of abortion and psychiatric factors relating to safety.*

Mr. Leavy is a native of Los Angeles and received his B.S. degree in 1952, and LL.B. degree in 1958, from U.C.L.A. He has been Deputy District Attorney, Los Angeles County since 1959. Mr. Leavy is currently on an extended leave from the District Attorney's Office, while covering the Eichmann trial in Israel as an accredited correspondent for the Los Angeles Examiner and other newspapers.

The abortion problem, meaning the *criminal* abortion problem, cannot be expected to decrease as long as our present social attitudes continue. It is our purpose, through presentations such as this, to bring the problem out into the open in the belief that to do so is fundamental to any possible solution.

Abortion appears to be very much a part of our society's practices, with society refusing to admit it. The taboo that surrounds abortion seems to be more concerned with *talking* about it than the actual act itself. Our attitude towards abortion would seem to be directly related to our attitudes towards sex in general.

Most individuals are quite amazed when they are confronted with strong evidence brought out by the Kinsey group in 1958, which suggests that one out of five pregnancies in this country ends in illegal abortion. The Kinsey study only confirms similar reports made by several other groups in the past thirty years. If we are to accept this figure, we must consider the possibility that more than one million abortions will be done in the United States during 1960, and, according to some estimates, more than 5,000 women may die as a direct result.

Some other interesting facets of the Kinsey study were: (1) one out of every three to four women having live births had one or more abortions; (2) The higher the educational level, the greater the tendency to seek abortion; thus White and Negro unmarried women with a college education were found to have the highest abortion rate, well over 80%; (3) Illegal abortion is more a problem of married women having several children, contrary to the popular notion that it mostly involves illegitimate pregnancies. The more pregnancies a woman has had, the more likely she is to seek abortion. (4) A lower abortion rate was found in those more active in their religious groups.

The Kinsey group also demonstrated that abortion did not result in the bad effects that were generally believed to occur. Specifically, they found that there was no evidence of damage to the ability to have children or to the ability to enjoy sex. Other physical and psychological after-effects were encountered much less than had been previously expected.

Much contradiction is found in current medical attitudes and practices concerning illegal abortion. There are only an extremely small number of physicians engaged in the performance of this illegal procedure, but a good many refer patients to illegal abortionists indirectly, and some directly, even *in writing*. A majority of physicians probably have a reasonably tolerant attitude towards this practice, but will scrupulously refuse to even discuss abortion with their patients.

This contradiction is similarly found in other segments of our society, particularly in our legal institutions. While criminal abortion is labeled a felony, the abortees are almost never prosecuted, and a very low rate of prosecution, and an even lower rate of convictions, is found for professional abortionists. Taussig, one of the leading authorities on the subject, wrote that he knew "of no other instance in history in which there has been such frank and universal disregard for criminal law."

Dr. Alan F. Guttmacher, of New York's Mount Sinai Hospital, stated "that the abortion laws in the United States make hypocrites of all of us." More than 90% of the therapeutic abortions performed at Mount Sinai did not fall strictly within the statutory requirements "to preserve the life of the mother." Physicians and hospitals vary greatly in their interpretation of the laws and their will-

* "Opinions expressed herein by the writers are their own personal views and do not purport to represent the views or policies of the Los Angeles County District Attorney's Office, the U.C.L.A. School of Medicine, or any other organizations and institutions with which they are affiliated."

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ingness to place themselves in jeopardy. Similarly, eighteen out of twenty-four California hospitals, in a recent survey, replied that therapeutic abortions were knowingly performed in violation of the law.

In every state in the Union the procurement of an abortion by any means whatsoever has been declared to be a felony. Each jurisdiction, however, has, in one form or another, an exception to the harsh prohibitory law. To briefly summarize these exceptions, forty-two states indicate preservation of the *life* of the mother as the only exception. In Alabama, Oregon and the District of Columbia preservation of the *life or health* of the mother is noted. In Colorado and New Mexico it is "to save the life of the mother or to prevent serious or permanent bodily injury to her." Maryland's law states, "When the physician is satisfied that the fetus is dead, or that no other method will secure the safety of the mother." Instead of noting exceptions, Massachussetts and Pennsylvania require that for violation the act is done "unlawfully" and in New Jersey "maliciously or without lawful justification."

In none of the forty-two states having the narrow exception have the words "to preserve the life of the mother" ever been defined by a court of law. There is no legal precedent that preservation of the mother's health would justify inducing an abortion. On the other hand, there are no known attempts to prosecute physicians in these states who perform abortions to preserve the mother's health, when such operations are performed in approved hospitals after obtaining approval from other physicians or permission from hospital boards.

The British courts do have a precedent in the interesting case of *Rex.* v. *Bourne.* Dr. Alec Bourne, a leading obstetrician, openly and without fee performed a therapeutic abortion for a fourteen year old girl who had been impregnated as a result of forcible rape by several soldiers. Dr. Bourne sought arrest and trial in order to secure clarification of the law. Dr. Bourne maintained that the girl would have become an emotional wreck if compelled to bear the child, and that a woman whose health is threatened by pregnancy should not have to be in the jaws of death before abortion could be performed lawfully. The court sustained the defense and the judge's instructions to the jury remain as the highest interpretation of the English statute, which previously had specified that abortion could only be performed to preserve the mother's life. The *Bourne* case has not been followed in the United States, as British judicial interpretation is only persuasive authority and not binding on American courts.

It is our belief that criminal abortion is stimulated by the harshness of the laws and the failure to enforce them. The medical and law-enforcement professions are in need of laws which can provide clear guideposts along the following lines: (1) *Medical Reasons*—where terminating the pregnancy is necessary to preserve the life or health (mental or physical) of the mother. (2) *Eugenic Reasons*—mental deficiency of the parents or the likelihood that a congenital disease or malformation will be present in the child. (3) *Humanitarian Reasons*—where pregnancy occurs as a result of forcible rape, incest or moral irresponsibility of the female (very young or mentally incompetent).

Certain controls are recommended which would tend to broaden the base of responsibility and reduce the possibility of abuse. For the medical and eugenic categories, it is suggested that the laws make provisions for licensed hospitals to regulate the performance of therapeutic abortions through a qualified committee of physicians on the staff; such committees have already been functioning quite well in many of our leading hospitals.

Under the humanitarian category, where the decision must be entirely based upon a finding of fact as to the mother's claim of forcible rape or incest, provisions should be made for the courts to order an abortion if the facts appear to substantiate the claim. Such a finding of fact is considered to be more within the framework of the courts than to lie within the confines of sound medical judgment.

An ounce of prevention is worth a pound of cure with the abortion problem as one might expect. Under prevention we believe that *Consultation Centers* should be provided; these have worked out very well in Sweden. Women with unwanted pregnancies would find that they could go for help to these Centers, discuss their problem in confidence with a competent social worker. (Most women contemplating abortion reported a lack of anyone with whom these problems could be openly and honestly discussed.) With experienced counselling many women find that they can and want to have their babies. Other women find that they would prefer to give the baby out for adoption, while some would discover that they are indeed entitled to a legal abortion. Those who are intent on securing an illegal abortion could be educated as to the real dangers associated with that procedure.

Research is an important facet in the prevention program. Stimulation and support of research should be given directed towards development of the "ideal" contraceptive; one that is simple, economical, acceptable and completely effective—and one that will not be left in the top drawer of the *dresser!*

As important as the other two preventive measures described is *Education of the Public.* Such education must be thorough and continuing and should include sex instruction for children at levels understandable to them (and similarly for adults), information on planned parenthood, contraceptives (with due regard for the individual's religious beliefs), therapeutic abortion, and criminal abortion, with its possible dangers.

Airing the problem of criminal abortion, its extent, dangers and possible remedies is considered the first step in any attempt to cope with it. Could we conceive of making any strides in our battle against tuberculosis, cancer, or venereal disease without having first brought these problems out into the open? Let's do something about the abortion problem . . . but first *let's talk about it!* ★★★

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The Mafia: Mediator and "Protector"

By Edward Allen

NOTE: *This is the third in this "Mafia" series. The first appeared in the March-April 1961, issue of POLICE.*

One of the most diabolical aims of the Mafia is to neutralize, if not usurp law enforcement's position as the agency dealing with crime and criminals. The full impact of this bold move becomes apparent only when one understands the logic and the philosophy of the Mafia with respect to crime and the criminal. Its concept is the negation, the antithesis of the American view of crime. We hold that crime is not only a violation of our laws, but that it is an individual and a social evil, a disease which on an organized basis will destroy the body politic unless its ravages are checked, and if possible, eliminated. It is toward this end that American law enforcement is dedicated. We are, of course, meticulous in our insistence upon the rights of the accused, but are equally insistent that the guilty pay an appropriate penalty in accordance with the dictates of justice.

The Mafia on the other hand, does not denigrate the criminal, nor does it attempt his reformation. It has a slogan which neatly sums up its philosophy: "Li picciuotti hanno a vivere!" (The brigands have a right to live, too!) With cold logic it asserts that crime exists and will continue to exist. It points to the continual rise of criminal statistics in our country as proof that crime has a vitality of its own, and that as the country grows crime must perforce grow apace. It is folly therefor, to believe that it can be eliminated. This, in part, explains the Mafiosi's contempt for the forces of law and order, since they believe we are engaged in a foolish and impossible task. They propose what to them seems a more sensible and a more profitable solution: Since crime exists and it is vain to think it can be eliminated, the best course is to govern and control, in a word, to "organize" it. In this manner the harm that may accrue can be mitigated, and the criminal and his victim will thereby be better served. The Mafia, they suggest, is better equipped to govern and control crime, hence reduce the damage done, than is law enforcement.

They point out that law enforcement is very expensive and its cost to the taxpayer keeps mounting. Police departments are continually employing more men and acquiring newer and better equipment, educating its officers as never before, yet, crime continues to outstrip the population growth by a ratio of four to one on a national basis. Law enforcement is fighting a losing battle, they claim, and point to our own statistics to prove the point. Despite more and even better personnel, education, and equipment, most of the crimes known to police are never solved and the perpetrators never convicted. They add a fraction of the total number of crimes committed.

On the other hand, without publicity and fanfare, without the necessity for voluminous reporting and filing systems, scientific aids, confrontations, arrests, testimony, and histrionics, the Mafia does know the perpetrators of most of the crime in a given community and can do something about it. The omnipresent threat of force and violence are its weapons of discovery and control. Law enforcement must not (and should not) resort to unnecessary force and violence. The Mafia is not deterred by such lawful restrictions, hence, its ability to more effectively deal with and to enforce its will on the underworld. Underworld figures cooperate with and obey the Mafia because of mortal fear. Conversely, they have no similar fear of law enforcement and fear it less and less as more and more restrictions hinder the police, thus permitting a wider latitude for the criminal to pursue his lawless career. Law enforcement, as the record reveals, does not and cannot control crime or discipline the criminal's activities, opines the Mafia.

The Capo-Mafioso, in any given area therefor, feels he has something to contirbute to law enforcement and is willing to formulate an alliance with the Chief of Police. Such an alliance, he proposes with lubricious suasion, will be mutually beneficial to all, particularly to those at the apex: i.e., the Capo and the Chief—(and in that order although the Capo is too diplomatic to voice this part of the bargain in consummating the initial pact. That will come later.)

With prodigious vehemence the Capo voices his abhorrence for crimes of violence, citing not only his own squeamishness, but pointing out that this type of crime agitates the community and engenders caustic criticism of the police chief, as well as of his department. He apprises the Chief of the fact that through devious but accurate sources of information, he is kept informed about the commission of crime, the condition of vice, and the identity of its practitioners. In this regard, he allows, deprecatingly, his "intelligence" is more encompassing, more fluid, and more accurate than that possessed by the Chief himself, despite the combined efforts of law enforcement. He is willing to share this intimate knowledge of crime and its perpetrators with the Chief. Together their efforts will redound to the welfare of the community and

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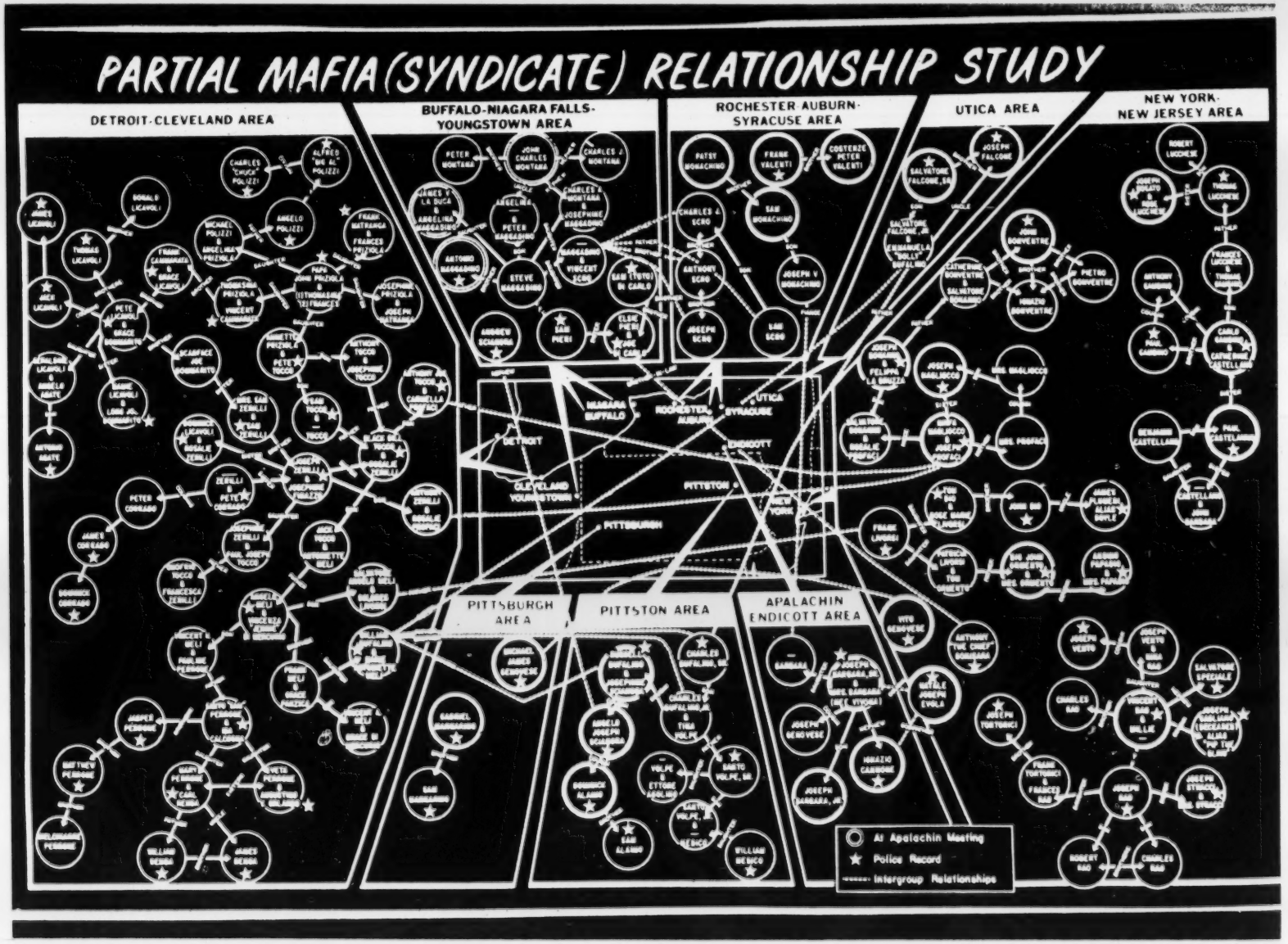
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Intergroup Relationship

to the reputation of the Chief as a competent and knowledgeable executive.

In return the Capo expects little. Vice will always exist, he philosophizes, because of the vagaries and imperfections of human nature. The urge for sexual gratification and for gambling is ever present. Benevolently, he and his minions will provide for these weaknesses. He recalls that the demand for liquor was met by his "people" during prohibition, and he refers to gambling and sex activities as being in the same category. "Everybody's doing it," he rationalizes. Call him an "appeaser," if you will, but not a criminal since he is merely "appeasing" the appetites of human kind. He never mentions, at this point, the narcotics racket, one of the most lucrative rackets of the Mafia and its criminal underworld because trafficking in this vice does not meet with as widespread public acceptance as do their provisions for sex, gambling, and liquor. Later, perhaps after the Chief has become his prisoner through this process of "appeasement," the Capo may admit to traffic in narcotics. By this time, however, the Chief will have become too deeply involved to do anything about it. He will be reminded that since he has consented to do "business" with the Mafia, he is now bound by its code. His execution would therefor be a matter of justice should he attempt to recant, or turn "state's evidence" on the Mafia and its leaders. You see, capital punishment remains their most effective weapon. They are wise enough to know that without it their society could not long exist. True, the Mafia favors the abolition of capital punishment insofar as our government is concerned, but not for its own.

The Capo-Mafioso makes an equally compelling appeal to the average citizen, anyone of whom may become a victim of a crime. By reporting his losses to the police the victim of a burglary, robbery, or even gambling, his comparatively little chance of recovering his money or property. The odds are four to one against him that the perpetrator of the crime will be arrested and convicted by the police. Even if convicted, the chances that he will recover his money or property are even more remote. In addition, he will have to waste a lot of time at headquarters providing descriptive detail, viewing suspects, and perhaps confronting the criminal with the attendant fear of reprisals. If an arrest is made, he is summoned into court for testimony and undergoes the discomfort of direct examination by the prosecuting attorney, the withering accusative cross examination by the attorney for the defense, and the countless other inconveniences and mental stresses accompanying a criminal trial; such as postponements, repetitive testimony, and the seemingly interminable delays that often deter the wheels of justice from grinding at all.

On the other hand, if the victim of crime does business with the Mafia, his chances of recouping his losses are much improved. The Mafia can guarantee a better percentage of recovery of "lost" or stolen property than can the police. It dares to state that while the police fail on a national basis about 75% of the time, the Mafia can "clear" that percentage. Of course, in each case there is a "fee" for successful Mafia intercession. If it fails, it costs you nothing. If it succeeds, a "percentage" of the loss will be returned, which percentage is determined by the Mafia. It is based on the need of the victim, plus the need of the thief, the robber, the burglar, or the gambler. (The brigands have a right to live, too!) Of course, there is also the "fee" for the mediator himself, the Capo, whose good office makes restitution possible. Additionally, the victim is not importuned to "talk", indeed, he is specifically advised to keep his mouth shut—advice with which he is happy to comply. The Mafia insures both criminal and victim the utmost security, since they never meet; hence, no possibility of subsequent identification is possible. Besides, if the victim did decide to do "business" with the Mafia, he is advised that he must also adhere to the code of silence. An added advantage to the victim is that these proceedings are concluded within a matter of days, a most desirable feature. Thus, does the Mafia, by compromising both the police and the victims of crimes, insidiously insinuate itself into a position of both favor and power and at the same time makes a profit for itself. It offers something for everyone by at least partially "rewarding" criminal and victim. And the entire transaction remains cloaked in silence. A good citizen cannot but recoil shudderingly at the brazen audacity of these purveyors of perfidy.

Does it work? Anyone long experienced in crime fighting can recall numerous instances when the intercession of underworld characters has resulted in the return of property and money. The underworld does not abhor "stool pigeons" per se, as much as they would have us believe. They abhor only those who become police informers without sanction of the underworld. At times police informers are supplied surreptitiously by the Mafia. If a former "friend" violates the code to the extent that punishment less than death is indicated, and is embroiled at the same time with the law, the Mafia will make certain that the police receive sufficient evidence to convict him.

In the development of intelligence information therefor, it is imperative for law enforcement to know with whom and what it is dealing. Too many officials have been booby-trapped in the past and such unwariness has cost both job and reputation.

A proffer of help from the underworld must always be looked upon with askance, yet underworld intelligence information is invaluable to law enforcement. It must, however, be on the terms of the law enforcement agency and not on a basis which compromises the department or any of its officers. The intent of the Mafia is pernicious in this regard and yet it has been successful to a greater degree than many suspect.

SICILIAN EXAMPLE

An American visitor to Sicily related the following incident which is typical of the services the Mafia renders in

NUCLEUS OF BIG-TIME RACKET CONTROL. As early as 1932 these men, brass hats of the national racket network, were closely connected. This picture proves it. On April 20, 1932, Chicago police collared these men, whom they had watched outside a Chicago hotel. No. 1 is Paul (The Waiter) Ricca, kingpin of Chicago mobdom; 2, Sylvester Agoglia, gun-toter with arrests in Miami in 1930 and in Brooklyn, N. Y., in 1920; 3, Charles (Lucky) Luciano, New York hoodlum, since then deported to Italy; 4, Meyer Lansky, henchman of Frank Costello –the Mister Big of the national underworld; 5, Rocco Fischetti, alias John Senna, cousin of the the late Al Capone and still a boss in Chicago rackets.

that country. He had been out "on the town" the night before and had imbibed too freely of the cup that cheers. Next morning, after dressing, he discovered his wallet was missing. Since it contained a goodly sum, in fact, all the currency he had with him, he explained the matter to the hotel desk clerk. The clerk very obligingly told him that he would put him in contact with a man who might be able to assist him. Arrangements were made for lunch and at the appointed time a most courteous and gracious man came to his table and introduced himself. He was extremely sympathetic about the misfortune of the American's "lost" wallet, and inquired in detail about the taverns he had visited the night before. After securing this information, they enjoyed lunch together, and his new found Sicilian friend assured him of the affectionate regard the Sicilian people had for Americans and hoped that someday their own unhappy land would be permitted home rule so that freedom and justice would be more than just a dream. He excused himself with great reluctance, but promised to return with his report at dinner time. Again, at the appointed time, the Sicilian friend appeared and upon being ushered into the American's room, opened a small handbag and dumped a number of wallets on the bed. However, an examination disclosed that none of the wallets belonged to the American, which turn of events came as a real surprise to his Sicilian friend. In quiet but confident voice he stated that these were all of the wallets that had been "lost" in places the American had visited the night before, and if his own wallet was not among them, then it had not in fact, been lost at all. This revelation caused the American to search further. He checked the dresser drawers, then the closet, and—lo and behold, there on the floor in a darkened corner lay his wallet. It had fallen from his hip pocket when he hung up his trousers the night before. He thanked his friend, who would accept no fee other than an evening meal, since, in fact, his services had not really been required. Thus, this Mafioso convinced the American tourist that he was not only able to recover stolen property, but in this instance at least, he could positively assert that his wallet was not even "missing."

AMERICAN PROTECTION

After the demise of "Prohibition" the protection racket, in various forms, was activated by the Mafia, and its success begat youthful imitators. In certain crowded metropolitan centers these embryonic Mafiosi begin early to "protect" property for a price. Near a crowded stadium in one of our largest cities where the crowd was gathering for a football game, a friend told of being approached as he alighted from his parked car, by two boys not over twelve years of age who offered to "protect" his car from damage while he attended the game. The fee was one dollar. Asked why the car needed "protection," the boys told him that sometimes tires were slashed or at the least the air was let out of them which would be most distressing and they wouldn't like to see such misfortune visited upon anyone attending the game, so they would be pleased to "watch" his car, thus guaranteeing that it would not be molested. My friend weighed the possibilities and decided

that it would be worth a dollar not to have his tires slashed or flattened, and he paid the young extortioners. They dutifully marked his car with a piece of white chalk. Asked the purpose of this mark of identification, they replied that no one would touch it since it was now "insured." Frankly, there is only a difference in degree between the one dollar fee and the $500,000 ransom demanded by more mature extortionists in more serious "protection" cases. Too few "law-abiding" citizens realize that the difference between this so-called "petty" shakedown and the ultimate gun-at-the-head intimidation of the older gangster or racketeer is but a difference in degree. My friend had participated without much protest in a Mafia transaction, content to pay for its protection rather than report this vicious crime to the police. In a word, he took part in the corruption of his own government. When he was told this truth he became indignantly resentful, but after sufficient reflection, it finally dawned on him. Too late in this particular criminal transaction, but "too late" is one of the most tragic of expressions.

FRANK COSTELLO AS A LAW ENFORCER

No doubt there are those who will allow that while such a system can work in a backward country like Sicily, it would be impossible for the Mafia to transplant its philosophy, much less, weave its fantastic web of intrigue and subterranean power to such a heterogeneous, well-educated, and advanced civilization as we enjoy in the United States.

For proof that it not only can, but already has happened here we refer to the New York City hearings of the so-called Kefauver Committee on March 12, 1951. (Part 7—New York—New Jersey Hearings before the Special Committee to Investigate Organized Crime in Interstate Commerce, U. S. Senator Estes Kefauver, Chairman).

Mr. George Morton Levy, Freeport, Long Island, President of the Nassau County Trotting Association, Inc., was being questioned by the committee regarding his admitted difficulty in keeping illegal bookies from the Nassau County race track. It is unquestioned that President Levy did everything humanly possible to rid the track of bookies. He had been warned by Mr. Downing, Chairman of the New York Racing Commission, that the race track would lose its license to operate if the bookies were not kept away. Mr. Levy testified that the track hired its own police department, comprised of experienced police officers and private investigators. The department totalled seventy-five. The total expenditure for this police department was approximately $700,000 during the period it was operative and yet, the Racing Commission still complained that it had not been effective and the bookies still infested the track. The threat of revocation of license still hung over the harried head of the president of the association.

In discussing the matter with some of his golfing friends, it was suggested that he take the matter up with Frank Costello, a man he had known for at least twenty years and a frequent golf partner. Mr. Levy testified that he discussed this possibility with the racing commissioner who sanctioned the assistance of Costello in this matter. Mr. Levy said he had heard that Costello "had a reputation of having influence with gamblers." The following are verbatim excerpts from sworn testimony before the Kefauver Committee in New York City in March, 1951:

Mr. Levy: "Well, the continuation of the situation is that within a day or two I went to Costello, told him the situation, what the Commission thought . . . and I said, 'I would like to hire you to try and help keep gamblers out of our track' " . . . He said, 'I don't know if I can do anything about it, but I will try to do the best I can.' I says, 'I will want to pay you.' He says, 'There is no necessity to pay, I will do what I can to help you'."

Mr. Halley: Did you fix a rate?

Mr. Levy: I did not. The rate wasn't fixed until the following year. Now, then, following my talk with him, within three or four days . . . I told Commissioner Downing I hired him and was going to pay him myself and pay him by check. Within a day or two after that, Commissioner Downing said, 'Apparently he's doing pretty good work. Our inspectors are not making complaints.' What he did or didn't do, I don't know, but the complaints started to disappear.

Senator Tobey: Mr. Witness, one question: Then, as I listen to the testimony, what the law, represented by the police, the legally constituted and regular authorities, to keep these things right down there, could not do, Mr. Costello, could do and did do?

Mr. Levy: If Chairman Downing was correct, that would be a reasonable inference.

Senator Tobey: Well, the result of your errand was that he took the job and committed a fait accompli. He rid the track of bookies?

Mr. Levy: The track was rid of them.

Senator O'Connor: How much did you pay him?

Mr. Levy: $60,000, $15,000 a year for four years.

Mr. Halley: To what do you attribute Costellos ability to settle this thing?

Mr. Levy: I don't know. I don't have any more idea than you have.

Senator Tobey: You simply paid the money and took it on faith?

Mr. Levy: That's right. You see, you took it on face, that is. As long as Commissioner Downing was alive, it was a great relief for me to be able to say, 'I am still paying the man that we selected to do the work, and from your attitude, he is doing a good job, and I am delighted with him.' I mean, that was the position.

President Levy indicated that he felt the racing commissioner exaggerated the "bookie" situation at his track by using the word "infested," but readily admitted that after he hired Costello, the problem vanished and there were no more complaints registered at the commissioner's office. According to the testimony, Downing (who died prior to the senate hearings) told his wife that he was re-

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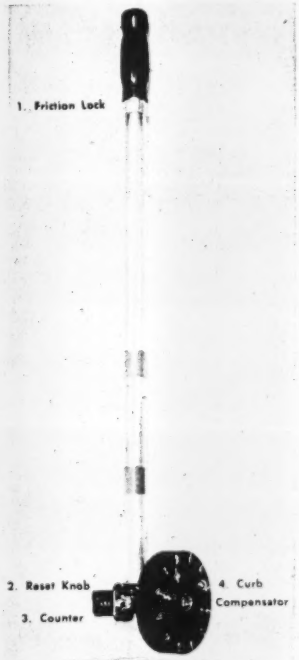

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lieved that a solution had been found to the problem. His wife quoted Chairman Downing: "Levy has hired some racketeer (he did not mention Costello's name to her) and is paying him himself to try and keep the bookmakers out."

Francisco Castiglia, alias Severio (under which name he was convicted of carrying a gun as far back as 1915), alias Frank Costello, was questioned about his relationship with Attorney Levy, President of the Roosevelt Raceway:

Mr. Costello: "I met Mr. Levy, and Mr. Levy told me he was having difficulty at the race track, the Roosevelt Raceway. He thought that he might lose his franchise, his interest; bookmakers were there and the racing commission told him that if he didn't clean it up he might jeopardize his license. He asked me to help him. I says, 'What way can I help you?' He says, 'Can you suggest something?' I says, 'Well, haven't you got a detective agency there?' He says, 'I have.' I says, 'Well, if they can't help, how can I help you?' He says, 'Well, it seems that there are a lot of complaints, I personally don't think there's any more bookmakers there than at any other track, but there's a lot of complaints.' I says, 'Well, what I can do, George, I can spread the propaganda around that they're hurting you there and you're a nice fellow, and I can tell them that if there is an arrest made, it's going to be very severe. I don't know how much good it's going to do you, but I'll talk about it.' He says, 'I wish you would,' and I did.

Mr. Halley: Where did you talk about it, Mr. Costello?

Mr. Costello: Oh, in Moore's Restaurant, Gallagher's Restaurant, a hotel, a saloon, as you would call it, any place, or a night club, whenever I had the chance, just in general."

Mr. Halley: Did you think your services were worth a total of $60,000 over four years?

Mr. Costello: Which is $15,000 a year. No, I don't think so.

Senator O'Connor: Is there any further explanation you can give because it is quite important here. You were engaged at the rate of $15,000 a year, a member of the bar and an official of the Raceway engaged you and then, after receiving the complaints from the chairman of the commission, as if by magic the complaint vanishes and there is no further complaint. Can you give any explanation what further you did or what Mr. Levy said you were to do or sought from you information as to what you did? . . .

Mr. Costello: No, the second year Levy said, 'I don't know what you did, but your propaganda must have done some good, because I got no more complaints,' and he said, 'I want to reimburse you for it.' I said, 'There's no reimbursement. What I did for you I would do for any friend of mine. You are my friend.' But he insisted and so I said, 'Well, if you insist, fix it yourself,' and he did.

There was considerable more questioning with respect to just what Costello did, other than drop the word at

strategic places that the bookies ought to stay away from the Roosevelt Raceway because it was operated by a "friend of mine who is a nice fellow." No wonder the perplexed senators and their staff were skeptical. As Senator Tobey queried in amazement, "What law enforcement couldn't do . . . Mr. Costello (by simply dropping a word here and there) would and did do?"

Once again, the senators were listening to the power of the Mafia. At the height of his power as a Mafioso, Costello's mere suggestion carried more authority than the work of an entire privately hired police department.

Additional testimony from Costello revealed how the late Governor Huey Long approached him and suggested that he operate the slot machine racket in New Orleans Parish, Louisiana. It likewise revealed that he (in his wife's name) participated in the juke box industry. Dandy Phil Kastel, who was appointed by Costello to operate the slot machines in Louisiana for him, was also in the juke box business with Mrs. Costello. Although his wife and Kastel handled the Wurlitzer machines, Costello seemed reluctant to identify the company under questioning by the Kefauver committee in 1951. Some eight years later, however, (February 1959) one Mr. Hammergren, testifying before the McClellan Committee readily admitted that as sales manager for the Wurlitzer Company he had knowingly done business with racketeers and gangsters in Chicago, New York, Detroit, St. Louis, and elsewhere. Through Mr. Hammergren, who was also a former vice president of the company, the Wurlitzer Company supplied music machines to these gangsters, without down payment, and testified that he was aware that they used violence, even murder, to place the machines. In Chicago, in consummating a deal for nearly a half-million dollar juke box delivery, with not one cent down payment, Jake "Greasy Thumb" Guzik explained to Mr. Hammergren that "they never threw any curves, but they never caught any either." Mr. Hammergren referred to this comment as "advice which did make a lot of sense."

Eight years earlier Mr. Costello was not so voluble or cooperative as Mr. Hammergren with respect to identifying the music box company with which he, in his wife's name, and Phil Kastel did business. The late Mr. Halley, counsel for the Kefauver committee attempted to elicit this information:

Mr. Halley: Did you talk with Phil Kastel about it?

Mr. Costello: Yes.

Mr. Halley: And did he not ever tell you they were using Wurlitzer machines?

Mr. Costello: He might have told me that. Yes. What difference did it make if it was Wurlitzer or a different type machine?

At the time, there seemed little reason for Mr. Costello to become testy about identifying the company with which he did business. Mr. Hammergren, eight years later, explained, in detail, the "difference." The matter is discussed in more detail in the chapter entitled "Juke Box Jungle." (to appear in a future issue of *POLICE*.)

In his book BANDIT (a biographical account of the young Sicilian outlaw Salvatore Giuliano—Harper & Brothers, New York, 1956) author Gavin Maxwell reveals a remarkable depth of perception in his analysis of the Mafia:

"In Sicily it was as though a perpetual Resistance Movement, whose underlying spirit was centuries old, reached an organized maturity under the disastrous Bourbon rule. The maturity, while technically criminal in function, represented and still represents the true brain and actions of Sicily—the Mafia. So far it has been beyond the power of any of Sicily's temporary masters to stamp out; the Mafia remains the ultimate Sicilian government.

"No one has been able completely to define what the Mafia is, and even the origin of the word is obscure. To say that it represents on a grand scale the "protection racket"—as exported by the Sicilians to the United States, and notably to Chicago—would not be far from the truth if the structure of Sicilian society resembled in any way that of America, which it does not . . .

"Nearly all of the activities of the Mafia are duplicated by more constitutional forms of government. The "protection" aspect, which is the most noticeable is a much more efficient organization than most police forces. . . . A state police force after all, guarantees neither immunity against burglary and theft nor recovery of stolen goods, while the Mafia (with the exceptions implicit in this sentence) does. In return it exacts "protection money" from landowners and householders who in their opinion are able to pay it. Those who can afford to pay and do not, either in cash or in kind, may be in for an exceedingly unpleasant time—but in other countries that is also true of those who refuse to pay taxes. . . .

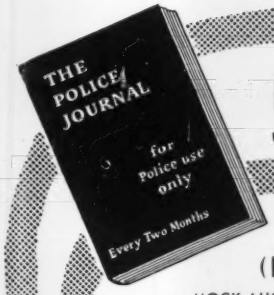
"The association of the Mafia with the strictly criminal world is intimate and intricate. While robbery and violence are nominally no direct part of Mafia activity, both may be "permitted" to be perpetrated upon those who do not subscribe, or who offend the system some other way. Since the thief also pays the Mafia for his right to thieve from the "unprotected," and pays in strict accordance with his gains, the Mafiosi acquire capital as well as power. In cases where the protection money has been neither demanded nor refused, stolen property may be recovered by the Mafia in return for a percentage—usually about a third—of its value. When recovery is undertaken it is almost invariably successful, whereas under this form of internal government it stands to reason that the police of the occupying power have been almost invariably unsuccessful. No police can succeed against the Mafiosi; they can succeed only in collaboration with them. . . .

"The elusive gossamer mesh of Mafia is thrown over all the island; many people in the highest offices of all kinds have been, and still are, part of the network; and because nothing important is possible without Mafia cooperation, still more have threads connecting them directly to it. Whereas the organization may have lost some of the unity shown during the first years of this century, there is every reason to suppose that it is today a society of more potential power than ever before, for the two world wars and the Fascist attempt to bring Sicily finally to heel were disturbances from which the Mafia is only now finding leisure to recuperate and reorganize. . . .

"It was a disruptive period in Mafia history, and a schism in view between the old and the young Mafiosi still exists, but it was no more than an incident in the continuous development of the organization. At the end of the second World War the Mafia rose again resplendent from ashes that were not its own but those of its so-distant suppressors.

"(Salvatore 'Turridu') Giuliano rose as a rebel leader against the Italians only on Mafia sufferance; he remained at liberty by Mafia protection; and he was invulnerable only while he kept faith with the Mafia. From the moment when, in his growing pride and power, he turned on a local Mafia chief and killed him the end was inevitable."

It is difficult for the American mind, steeped in the tradition that crime is abhorrent, to realize that there is a society which thinks our view is not only erroneous, but foolhardy.



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•

AN IRRATIONAL CRIME

Blackmail, extortion, protection money, to the Mafia are not crimes at all, merely mutually beneficial business arrangements. Though such transactions must be clandestinely concluded, they are non the less binding.

The Mafia is convinced that its right to sell "protection" for a fee is as valid as is the right of any other form of government. After all, it points out, law enforcement does the same thing. The people whose person and property are protected by law enforcement bodies must pay for such "protection" in a similarly compulsive manner: taxes. The Mafia levies its own "tax" and complains that when it "taxes" individuals and groups for the same type of "protection," the practice is labeled with such ugly words as blackmail, extortion, and bribery.

The Mafia makes another point in its insistence that it is better equipped to handle crime and the criminal than is the "polizia." When a crime occurs, the police center their attention on apprehending the perpetrator. With the Mafia, the opposite is true, and it concerns itself mainly with rectifying the damage done and this, it is quick to point out, is of the greater importance to the victim of the crime.

The unmitigated gall with which these merchants of menace propose their perfidious projects is unconscionable, and leaves the law-abiding citizenry aghast. But monstrous as their schemes may be, they remain in business and continue to prosper materially. The "law," on the other hand, as represented by a looseknit combination of local police departments; county, state, and federal law enforcement agencies; prosecutors on all levels of government, the courts, the parole boards, and the law making bodies—because of the diversity of views with which they regard this national (and international) crimial menace, makes little perceptible progress against it. We do not advance on all fronts because of ignorance of the problem, or which is even worse, because of internecine bickering. We have countless "inquiries," "surveys," "opinions," "reports," and "investigations," with their consequent "recommendations," and "proposals"—yet, nothing concrete happens. The "government" it would seem, "proposes," while the Mafia "disposes." Irked, because of inadequacies and frustrations, some there are who become angry with those who point up such inadequacies. The uneducated police officer of the past resorted to "temper tantrums" to cover up his own insufficiencies. He would therefore publicly berate the poor citizen, or the "rookie" cop who would ask a rather simple question or pose a solution, simply because this paragon of empirical remedy was embarrassed about his own lack of knowledge or genuine experience. This type of police officer belongs in the past. It was rather simple for the Mafia to outwit such as he, because he, himself, was rather simple.

NOTE: *The fourth in this important series will appear in the next issue of POLICE.* ★★★

Solved from Fingerprints

By Francis L. Gootee

CASE #140914-C

For a great leangth of time the residents of the north side of our city had been victims of burglaries to their homes. The items missing were primarily Televisions, and other appliances. In one instance only a "piggy bank," and a boy scout type knife were reported missing.

A concentrated police patrol, within the area, of both marked and unmarked cars was maintained, however these burglaries still continued. Most of the burglaries were in homes of persons who were out of town for a while either on business or vacations. The method of entry was different in most every case ranging from the front doors, to basement windows and even a second floor window.

At each one of these burglaries, officers from the Identification Division were able to recover numerous fingerprints, at the point of entry and from other items throughout the house that had been disturbed. In one instance a nearly complete hand print was recovered. All of this evidence from these various crime scenes thru the fingerprints, showed that the same person was responsible for the burglaries.

Search after search was conducted thru the single fingerprint files of the Identification Division none of which resulted in an identification. (The single print files of the Indianapolis Police Department are of major felonies and encompass some 20,000 persons.)

With the number of latents that had been recovered at these crime scenes we deemed it feasible to begin a search of our entire fingerprint files which represent nearly one half a million persons. Within a period of two days Sgt. John M. Willingham identified the latent prints as those of an escapee from Pennsylvania State Prison. It is a practice within our division to keep in our regular criminal file all of the fingerprint cards received from other departments on subjects wanted. This card showed that the subject had been an escapee for nearly two years and that he had been convicted of house burglary. A few days later a detective car, cruising the downtown district spotted the suspect coming from a hotel. At first he denied his true identity and that he had committed any burglaries.

The suspect was brought to the Identification Division and while his fingerprints were being taken he admitted that he was wanted and that he had broken into numerous homes here and in other cities. He stated that he would take the items stolen in one city and sell them in another. When the money he received was nearly gone the cycle would start all over again.

The subject pleaded guilty to First Degree Burglary and was sentenced to 10 to 20 years at Indiana State Prison. When his term is completed there are detainers waiting for him from several other states and from the State of Pennsylvania for escape.

The cooperation and the exchange of fingerprints between all departments, local, state, and Federal make possible this type of apprehension. No longer is it possible for a person to escape the penalty of his crimes by fleeing to another locality.

CASE #368069-C

At 8:50 P.M. on April 26, 1960 a young couple returned to their home after being away all day at work. When they entered their kitchen they found the door partly open. They made a search of the house and found that several items were missing.

The police department was notified, a district car and a car from the Identification Division were dispatched to the scene at 8:58 P.M. Upon arrival at the scene, Officer Robert Meyers from the Identification Division began a systematic search for physical evidence and latent fingerprints.

For a period of several months this particular area of the city had been plagued with similar break-ins, the loss to the citizens was mounting. This case, as in the other ones, the method of operation was the same. Only cash and small appliances, which are hard to trace, were taken.

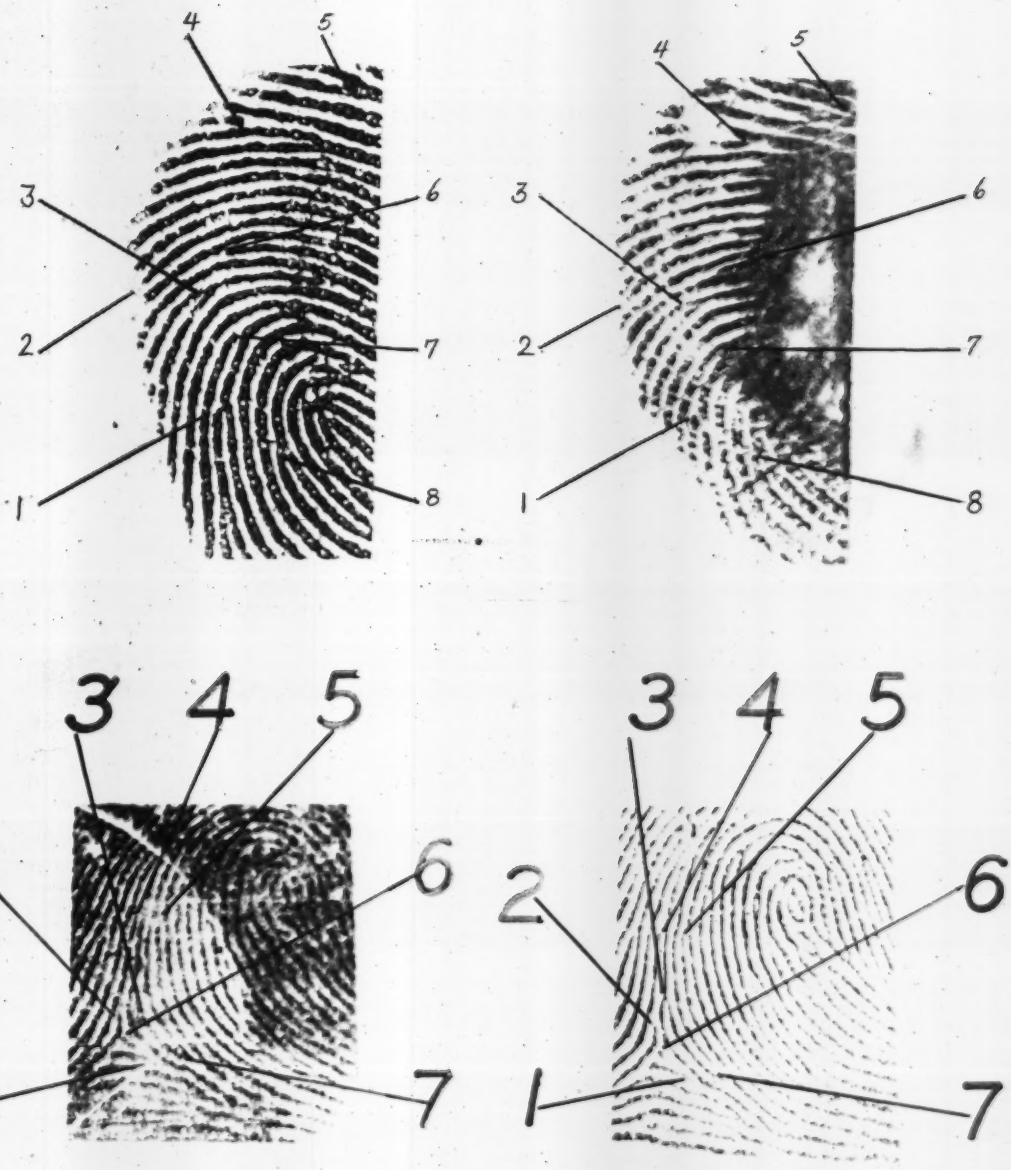
Officer Meyers' examination of the scene disclosed one identifiable latent fingerprint. This print was developed on the edge of glass that had been broken from the front door. Until this time no physical evidence had been recovered from the scenes of the burglaries within this area.

The latent fingerprint was processed and filed within the Latent Fingerprint Section of our Identification Division, where as a matter of course all latents are compared with the fingerprints in file of known burglars and other major felony offenders.

May 9, 1960 Sergeant John Willingham identified this latent fingerprint. The Inspector of Detectives was notified and the subject was arrested. At the time of his arrest, and each time thereafter that he was questioned, he denied ever being in this particular house or any of the other ones he was questioned about.

At the time of the arrest of the subject the detectives

Address: Capt. Francis L. Gootee, Identification Division, Indianapolis Police Dept., Indianapolis 4, Indiana.



LATENT *INKED*

assigned to the case ask for and were granted a high bond on him. A series of legal maneuvers during the following months resulted in a reduction of the bond, but not enough for the subject to be able to make bail. Finally on the 16th of November 1960 the case was tried with the partial latent fingerprint being the only evidence for the state.

The subject was found guilty despite the efforts of the relatives to establish some type of an alibi. After the sentence was pronounced the subject requested to talk to the detectives. Through this conversation the subject admitted his guilt in this case and also confessed 20 other house burglaries. None of the articles were recovered and of course all of the money had been spent.

One interesting side light to this case was the the care the subject took so that he would leave no physical evidence, especially fingerprints. What ever items he touched he took with him. At no time did he wear gloves. When he broke the windows at the point of entry he would pull his shirt sleeve over his hand and pick out the glass and open the door. This time evidently his shirt sleeve wasn't quite long enough and a portion of the finger accidentally touched the glass. Thru this little slip the Indianapolis Police Department was able to clear 21 house burglaries.

I A A I
International Association of Arson Investigators

Rural Investigation of Arson

By J. P. Schuck

About the Author: *Joseph P. Schuck has headed the Law Enforcement Division of the Florida Forest Service for the past twelve years. He attended Florida Southern College, the University of Florida, and George Washington University. From 1940 to 1946 he served with the Federal Bureau of Investigation in Eastern United States. He has written several papers on the forest fire problem in Florida and has appeared on the programs of a number of seminars on rural arson investigation in the Southeast.*

As in the investigation of any other type arson, the investigation of arson in rural areas begins with the suppression crews. Fifty of Florida's sixty-seven counties have county-wide fire control units in cooperation with the Florida Board of Forestry. Although the equipment for these fire control units is designed primarily for suppression of forest fires, consideration is also given in the selecting and placing of equipment to the fact that building fires must be fought. The Florida Forest Service is not in competition with other rural fire departments, but rather supplements their organization. The Forest Service is often the only rural fire-fighting organization in a county.

Suppression equipment for the average county consists of five fire-fighting units. About one-third of the units are tankers, and the other two-thirds are tractor and plow units, the transport for which may be equipped with a supplemental water tank and pressure pump. All are two-way radio equipped. There are usually four lookout towers, all equipped with two-way radio and a radio dispatching station in a county. To man this equipment in the average county, there are fifteen men on full-time eight-hour duty and on around-the-clock call. In addition to the three thousand, eight hundred and fifty-one forest fires fought last year by crews of the Florida Forest Service, they attended eight hundred and sixty-two improvement fires. This improved property included two hundred and thirty-three house fires, sixty-seven vehicle fires, forty-nine buildings other than houses, ten saw mills, and a number of airplane crashes. It is estimated that these improvement fires destroyed two million, seven hundred and ninety-one thousand, and twenty-seven dollars worth of property, while one million, six hundred and three thousand, five hundred and forty-five dollars worth of property was saved according to estimates of the fire crews.

The fire-fighting crews of the Florida Forest Service are trained to be alert for evidence of arson in all fires attended by them. An individual fire report is made out on each fire attended; and where the property burned is improved property, a copy of this report is submitted to the State Fire Marshal. The fire report shows what evidence was observed by the fire-fighting crews besides showing ownership and complete suppression record of the fire. The follow-up investigation of fires of this type is usually left up to the local law enforcement agencies or the State Fire Marshal with officers of the Forest Service standing by to cooperate in any way possible. However, where forest, grass, woods, wildlands, or marshes are involved along with the burning of improved property, this Service will conduct an investigation as to the cause for the purpose of prosecuting the person or persons responsible for intentional or careless woods arson.

Let me give you an example of what occurs time after time, over and over again each year in the State.

In Duval County a short time ago a man decided to burn off a field behind his house. It was a dry, windy day, and the man took little or no precautions to contain the fire on his own property. The fire burned across adjoining lands; and before it could be brought under control by crews of the Forest Service, it destroyed a two-story dwelling along with outbuildings and one hundred and twenty acres of timberland. The man who set the fire originally did not intend to burn the dwelling or the outbuildings or the timberland; however, the property was burned through his negligence just the same as though he had intended to set the fire. After investigation, the man was charged with negligent woods arson and convicted.

In another case in Franklin County a fire was found in a thickly wooded area; and in suppressing same, rangers discovered a damaged and burned pulp wood truck at the point of origin. After considerable investigation, it was ascertained that

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The "eyes" of fire-fighters on the ground, patrolling aircraft also tract suspicious activity in the vicinity of fires. But the slow match boys and those that operate at night are practically immune to detection from low-flying, slow-flying planes. Shield on cowling of this Cessna 140 (seen just at trailing edge of left wing) identifies it as property of the Florida Board of Forestry.

the truck was accidentally damaged by pulp wood crews cutting in the area and later deliberately and intentionally set on fire after pouring gas inside and over the cab. Three men who were involved pleaded guilty to negligently setting a forest fire, and, in addition, were tried and convicted on the arson of the truck.

In another case it was necessary for crews of the Florida Forest Service to suppress a timber fire that was started when a man deliberately set fire to a small house; and the house, in being completely destroyed, set fire to the forest. The man was convicted and placed on two years' probation. And in still another case, two men set fire to woodlands with the expressed intend to burn up an old Indian woman in a small house. They chose a spot to set the fire so that the wind would push toward the house, and by their own admission, they had quarreled with the old woman and wanted to get rid of her. This fire was stopped just short of burning the house with the old woman in it.

OBTAINING EVIDENCE IN RURAL FIRES

No matter where a fire occurs, in the midst of a populous city or in the most remote areas of our forests, the same degree of alertness and care in the obtaining and handling of evidence as to the cause of the fire is necessary. It is impossible to have a qualified investigator on the scene at the time, or shortly after, every fire occurs. Therefore, ranger fire-fighters who are first on the scene must given training in the basic principles of collecting and preserving evidence. It is their duty, in addition to putting out the fire, to determine the cause. It is they who gather the preliminary information, who preserve the evidence found at the scene, that give the investigator the necessary clues to work a case to a successful conclusion. Without this first step, no investigator, coming into the scene sometimes days later, could accomplish very much; therefore, investigators of the Service have another duty in addition to law enforcement and fire prevention; and that is training. Fire-fighters must be given basic training in the law. They must be trained to recognize and preserve evidence, what to look for, feel for, smell for; and after they find it, how to properly identify it, preserve it, and protect the chain of evidence. The fire-fighter must know the area to

Fire boss plots course of large fire and directs suppression and law enforcement action.

which he is assigned. Violators do, and at times can, use their knowledge of the area to set decoy fires so that firefighters will be lured off and the area they really want burned is consumed in a major conflagration. Rangers have sometimes hemmed up violators in an area by being so familiar with it that they could block all his possible getaway trails before he could leave the area. The firefighters should know the people in their areas. They should be acquainted with suspects and have informants among some people who can tell them all about those who are likely to cause trouble. They must be familiar with legal description of lands and know land ownerships. This is important in establishing a woods arson case.

Like in the arson of a building, the fire scene search is very important. Here are some of the things a firefighter should be on the alert for: slow-match remains, signs of possible use of accelerant, action of a fire, color of the smoke, personal articles left at the scene, possibly a container used to bring fuel to the scene. They must know something of interrogation of suspects and witnesses, for they must at least secure the names and addresses of any suspects or witnesses found at the scene so that they can turn it over to the investigator for handling. The firefighter must know something about tracking and trailing. The violator had to transport himself to the scene in some manner. If by automobile, tire tracks should be visible. If on horseback, horse hoof prints would be visible. If on foot, he probably left foot tracks. All of these can be preserved by plaster casting, and many cases have been broken by the use of a properly made and identified plaster cast of a tire track, horse hoof print, or foot track.

Bloodhounds have been employed by the Service very successfully in a number of cases. The Service maintains a trained bloodhound at our district headquarters at Ocala. This dog has some twenty-five catches to his credit, not only on fire cases, but also escaped prisoners and various other violations. These dogs are available on call to assist any law enforcement agency in the area without charge. I might add that they have served a useful purpose in locating lost or missing persons in remote areas.

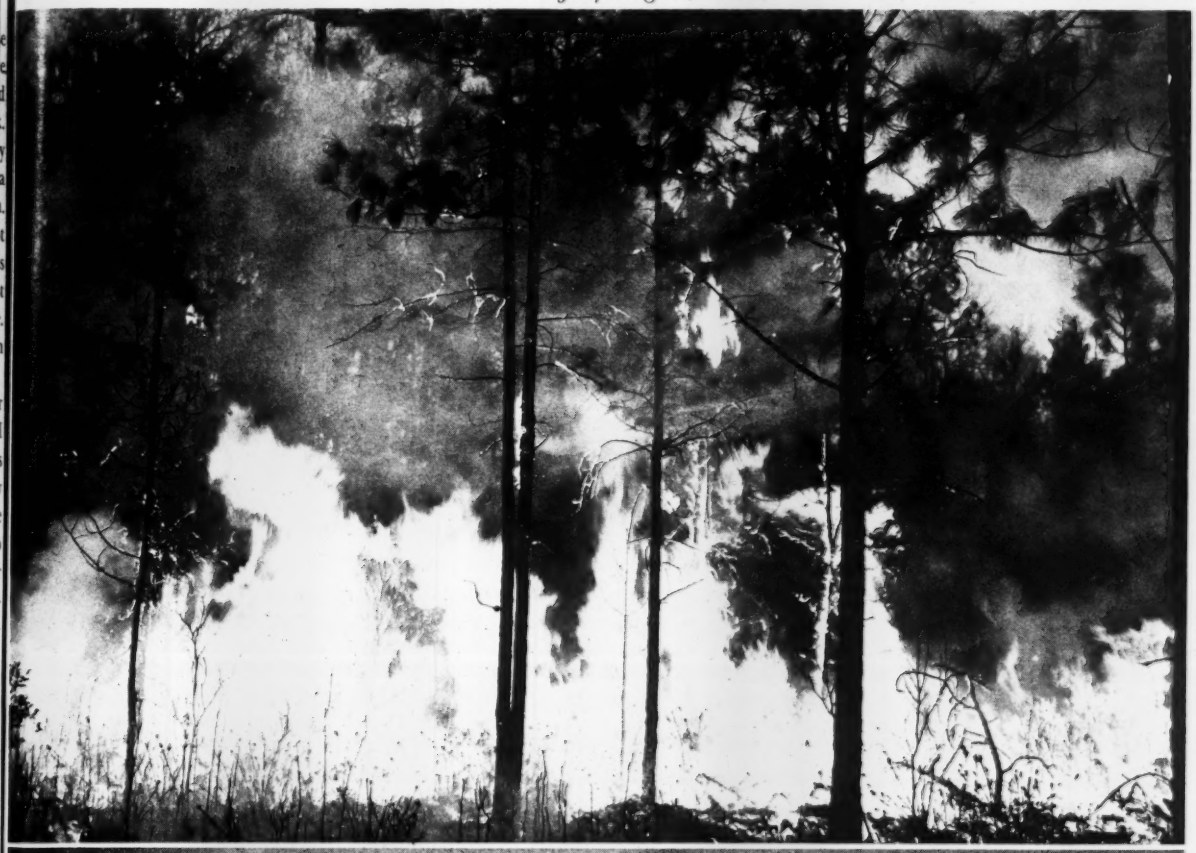
To begin a rural arson investigation, the investigator should know the area to which he is assigned. By this I do not mean that he should be merely familiar with roads and trails or the topography of the area (he must know that); but in addition, he should be acquainted with the customs of the people of the area, know who is likely to commit such an act, know whom he can depend on for good information, know the attitude of the local landowners, know the local law enforcement officers and public officials.

To carry on his work the investigator needs no complicated special tools. For him usually a notebook and pencil is sufficient. At times he may require a camera for photography, molding plaster for preserving tracks, even fingerprint dusting equipment; but in the usual case a notebook and a pencil will enable him to record the facts to help in working his case towards a successful conclusion.

When a fire is reported, complete information should be obtained from the person reporting. This applies whether it is called in by telephone, radio, discovered by the lookouts who man the fire towers, or reported by word of mouth. I know of several cases that occurred recently that were dead-ended with the violator still at large just because complete information was not obtained from the person reporting the fire. The person manning a station should not let anyone reporting a fire get away until he has obtained all the information that he has concerning that fire. This information should consist of his name, address in the event that he must be contacted later, information such as the time when the fire was discovered, the exact location, the number of sets, the appearance of the fire, such as how the fires were burning and at what type of forest cover they were burning, the possible cause of the fire, the extent of the area covered by the fire. Above all, though, get the name and address of the person reporting the fire.

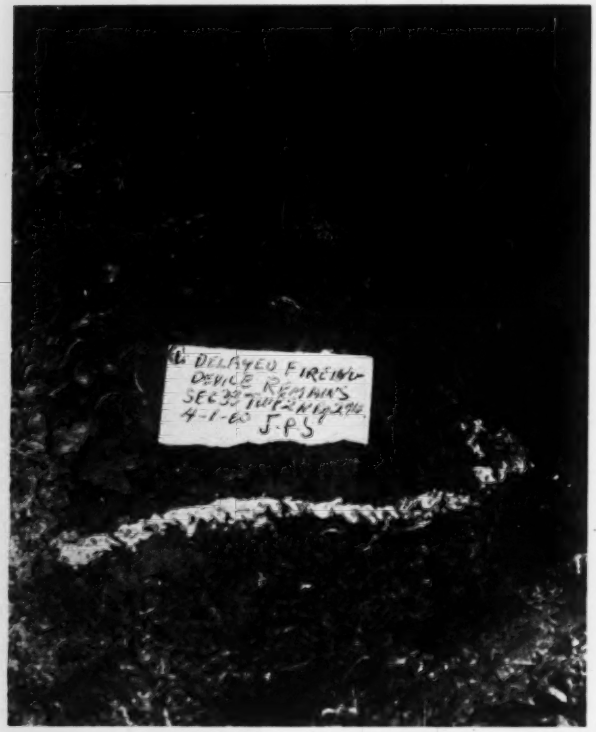
THE INVESTIGATION

The investigation should be started as soon as possible upon receipt of the report of a fire. It is easy to see what happens to evidence that lies for several hours in the open exposed to the elements, animals, or other people coming upon the scene. Knowing the area is a great assistance, for here the investigator need not waste time figuring out



Upper: Trees can't run. Deliberate woods-burners characteristically do their work in the grand manner, causing numerous fires to erupt over a wide area in a short while. Their tactics invariably mean incineration of timber values running into hundreds of dollars.

Lower: This is the central north Florida March (1955) holocaust. Firebugs as usual caused most of the trouble. A developing public appreciation of role of forests in Florida's economy is tightening the screws on this lawless tribe.



Remains of incendiary device made of cotton rope approximately three feet long with six matches attached to one end. This device was placed in the woods, lighted during the nighttime, the smoldering rope ignited the matches the next morning, setting a forest fire.

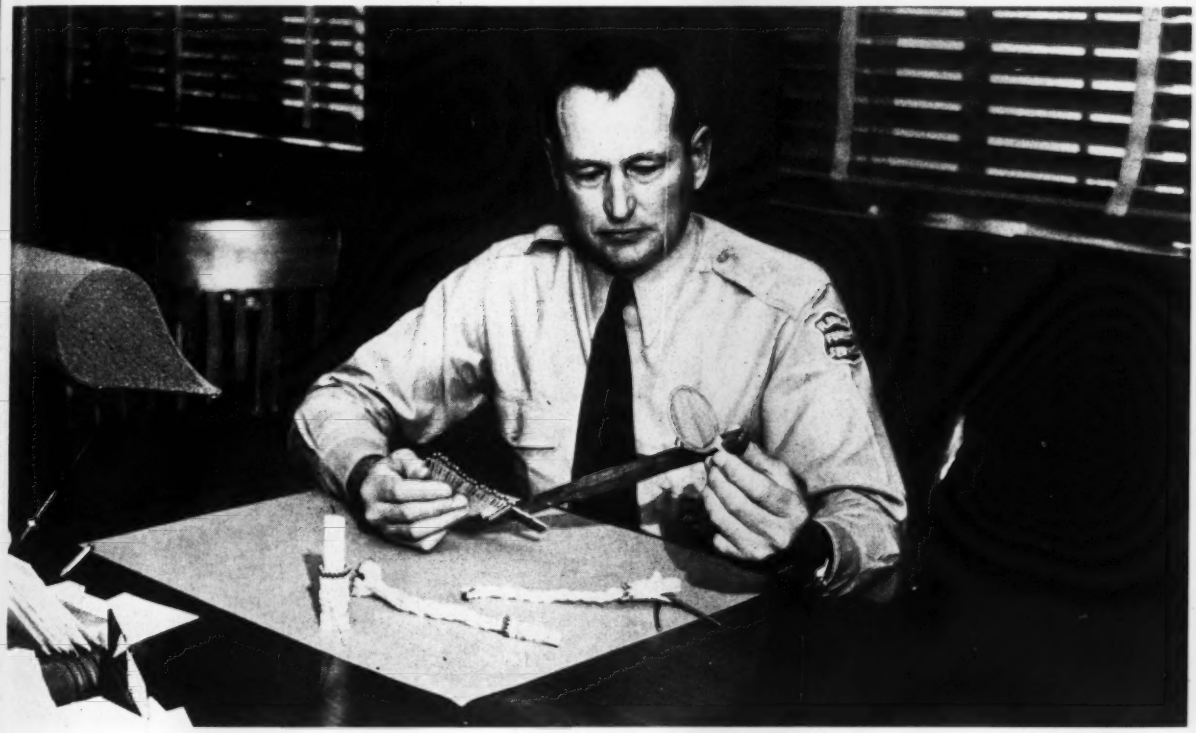
how to get into the area, and he may even have a suspect in mind while he is on the way to the fire. He should be alert for possible suspects still lurking in the area. He should observe the natural elements such as wind direction, fire behavior, etc. He should consider the possibility of track evidence on the roads leading away from the fire and take action to preserve it. He should question any witness found in the vicinity, and he should observe just how the fire was set or the probable modus operandi of the violator. He should keep an open mind as to the cause of the fire and be constantly building and revising a mental picture of just what occurred. The point of origin of a fire may be determined even days later by observation of burn marks left on trees, for the fire will scorch a tree higher on its bole on the side away from the wind, and a fire backing against the wind will burn less severely than when being pushed headlong by the wind. The fire being pushed by the wind soon develops a part that is moving faster than the rest of the fire. This is called a head fire. It is the part that is traveling the fastest and burning the most severely. It is the part of the fire that, in the suppression attack, must be given attention first. Although there may be much more activity and the head of the fire may be much more spectacular, the investigator's place is not there. He should immediately determine the point of origin and begin a search for evidence as to the cause of the fire. He should preserve all evidence found in a proper manner. He should make photographs or diagrams, and, of course in the beginning, should take steps to protect the area even from fire suppression crews whose tractors, plows, bulldozers, and tank trucks could ruin what evidence is there in one passing. All evidence should be properly identified, and complete notes made in the investigator's notebook as to the descriptions, locations, etc. Some of the evidence obtained at the point of origin are: slow-match remains, footprints, tire tracks, personal articles, shreds from clothing left hanging on snags, and accelerant containers.

NEIGHBORHOOD INVESTIGATION

Even though rural fires may occur in remote areas away from observation of witnesses, the investigator should never overlook the conducting of a thorough neighborhood investigation. Many times witnesses can be located to place a suspect in the area about the time the fire occurred so that later, by skillful interrogation, a confession may be obtained. The investigator should not broadcast information or tell of evidence found to those who have nothing to do with the case. The use of special techniques in the investigation of rural fire cases has paid off many times. Some of these are surveillances in the air and on the ground, or stake-outs, tracking with bloodhounds, occurrence and motive studies. Usually a combination of these will enable the investigator to determine just how and at what time fires will likely be set in a particular area. The surveillance can be worked out either on the ground or through the use of an airplane, and the investigator can be waiting as a woods arsonist commits the act. Two-way radio has made possible an air-and-ground surveillance team that has paid off many times in this type case. This system, with some variation, is used several times each year with success; and if the case is presented properly, usually results in conviction. Other special techniques applicable to arson investigation apply to woods arson. These, when properly applied, often result in the defendant's pleading guilty. This relieves the state of the expense of a costly trial; and the violator, of course, hopes to receive (although he must never be promised such) a lesser penalty by throwing himself on the mercy of the court and admitting the error of his ways. An investigator should never relax his efforts to build and test his case just because he feels the defendant may plead guilty. Even with a good confession from the violator, the officer should continue to do everything possible to prove every point of the violation through a complete and truthful case and write a clear, complete report for the Prosecuting Attorney.

THE JUVENILE ARSONIST

As many of the old-time arsonists disappear from the scene through enforcement and fire prevention efforts, they are being replaced by a new group. Here I refer to the thrill-seeking juveniles who set fires for thrill or



Tricks of the woods-burning trade. Florida Forest Service Chief Investigator Joe P. Schuck examines one device which slippery Florida firebugs use to fire other people's timberland. Staked into the ground at the proper angle. this gadget funnels sun's rays through a magnifying glass onto match heads, which eventually explode to start another fire. On Schuck's desk are other slow match devices.

excitement. Our records show that about 20 per cent of our known violations can be attributed to juveniles. National records of the F.B.I. show an alarming increase in the juvenile crime rate. So rural or woods arson is no exception. After all, arson, no matter where it is committed, has similar problems regarding its investigation and is similarly motivated. There are always two factors present in the commission of any crime, and the setting of fire to the property of others is no different. First, there must be a desire to commit the offense; and second, the opportunity to commit the offense must be afforded. You can readily see where a group of juveniles seeking excitement could develop these two factors almost anywhere in rural areas.

REWARDS

The offering and paying of rewards has long been recognized as a method of inducing witnesses to come forth with information necessary for arrest and conviction in criminal cases. The offering and paying of rewards is also a tool of prevention, as the publicity incident to the offering and paying of any reward carries with it information on the law, its enforcement and penalty for the violation. There are three general statewide reward sources: The Florida Board of Forestry which by statute is authorized to pay rewards up to two hundred and fifty dollars for the arrest and conviction of wilful violators of Florida's Forest Fire Laws; the Florida Bankers' Association Forest Fire Protective Fund, which sets up one thousand dollars each year to be divided into ten equal separate awards for information that leads to arrest and conviction in woods arson cases; and third, the Florida Forest Arson Fund, which is a group representing landowners and forest industries in the state that, from a fund on deposit, will pay rewards up to one thousand dollars for information leading to arrest and conviction in woods arson cases.

TESTS FOR COMPLETENESS

No matter how much evidence you find in any fire case, or any case for that matter, it is worthless unless it is properly preserved, properly identified, and properly presented in court. There are six questions that an investigator may ask himself to test his case for completeness. If he can completely satisfy each of these questions, he usually has a case that will stand up in court. These are: *What*. What was the offense? *Where*. Where was it committed? *When*. When was it committed? *Who*. Who committed it? *How*. How did he do it? *Why*. Why did he commit it? What, when, where, who, how, and why. When the investigator can answer these six questions, he is ready to write a complete narrative report and discuss the case with the prosecuting official. ★★★

The Death Penalty

By Walter A. Lunden

ABOUT THE AUTHOR: *The recent case of C. Chessman in California witnessed a revival of interest in the issue of capital punishment which eventually assumed international proportions. In this second of a series of two articles, Professor Lunden continues his penetrating report on the death penalty and the problem of homicide. The first article appeared in the preceding issue of POLICE.*

HOW ARE THE NUMBER OF MURDERS IN THE NATION RELATED TO THE NUMBER OF EXECUTIONS?

Since 87 per cent of the persons executed have been convicted for murder it is important to determine how homicide rates have been related to the number of executions in the country. Information in homicides is available for 1930 to 1953 and executions for the same years. Because almost all persons murdered are males and practically all persons executed are men the homicide for males will be shown together with total numbers and the number of executions for the years.

In 1930 the United States Bureau of Vital Statistics reported a total of 10,617 homicides with a rate of 14.6 per 100,000 for males. In 1933 total murders rose to 12,124 with a male rate of 16.2 per 100,000 males. In 1930 there were 155 executions but in 1935 the number increased to 199, the highest number for the three decades. By 1944, near the end of World War II homicide decreased to 6,553 or almost half the number in 1933. In 1944 there were 120 executions. In the years mentioned homicides decreased by 46 per cent and executions by 36 per cent.

Total homicides in the United States, with Rates per 100,000 for Males Age Adjusted for Both Races. 1930-1953 (a).

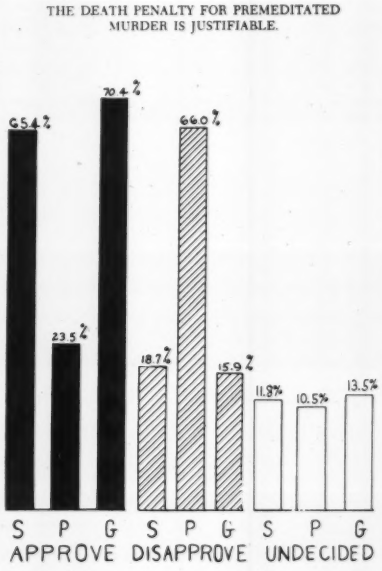
Year	Number	Rate	Year	Number	Rate
1930	10617	14.6	1942	7743	9.4
1931	11160	15.3	1943	6690	8.2
1932	10722	15.0	1944	6553	8.6
1933	12124	16.2	1945	7412	10.2
1934	12055	16.0	1946	8784	10.2
1935	10587	13.8	1947	8555	9.8
1936	10232	13.0	1948	8536	9.5
1937	9811	12.2	1949	8033	8.7
1938	8799	11.0	1950	7942	8.4
1939	8394	10.4	1951	7495	7.8
1940	8208	10.1	1952	8054	8.5
1941	7929	9.6	1953	7640	8.0

(a) U. S. Department of H. E. and W. Public Health Service Vital Statistics Special Reports, Vol. 31. No. 31 August 23, 1956. P. 483

Address: Prof. Walter A. Lunden, Dept. of Economics and Sociology, Iowa State University, Ames, Iowa.

After the war, murders increased to 8,555 in 1946 and executions rose to 153 in 1947. Subsequent to this, homicide decreased to 7,640 in 1953 and executions to 76. Later the number fell to 48 in 1958.

The data and the chart show that from 1930 to 1953 homicides have decreased together with the number of executions. During these years there has been few, if any, changes in the laws governing executions and criminal law.



HOW DO HOMICIDES OR DEATH BY MURDER VARY ACCORDING TO SEX AND RACIAL BACKGROUND?

Deaths by murder, i.e. the victim, varies widely both by sex and by racial background.

In 1945 of the total 7,412 murder victims 5,835 or 77 per cent were men and 1,577 or 23 per cent were women. In terms of rates there were 9.4 men and 2.3 women killed per 100,000 population. In other words there were four times more men killed than women. In 1953 the rate for men was 8.0 and 2.3 for women.

In 1945 of the total 7,412 murdered persons 3,494 or 47 per cent were white and 3,918 or 53 per cent were non-white persons. In terms of rates there were 3.0 white and 28 non-white persons killed per 100,000 population. This is a ratio of about 9 non-white to one white person. Rates

among males show even greater variations. In 1953 the rate for white males was 3.6 where as the rate for non-white males was 46.6 per 100,000 inhabitants. In other words the rates for the non-white males was about 13 times greater than the rate for the white males.

WHO ARE THE KILLERS?

Persons arrested for murder:

In 1957 the Federal Bureau of Investigation reported 2,007 persons arrested for murder in 1,473 cities in the country. Of these;

1,634 or 81.5 per cent were men
373 or 18.5 per cent were women

Persons sentenced to prison for murder:

In 1950 the courts in the respective states sentenced 1,737 persons to prison for murder. Of these;

1,619 or 93.3 per cent were men
118 or 6.7 per cent were women

Persons executed for murder:

In the 28 years from 1930 to 1958 of the total 3,140 persons executed for murder,

3,111 or 99.1 per cent were men
29 or 0.9 per cent were women.

SUMMARY

18.5 per cent of the persons arrested for murder were women.

6.7 per cent of all persons committed to prison for murder were women.

0.9 per cent of all persons executed for murder were women.

HOW OLD ARE THE KILLERS?

Of the 2,007 persons arrested for murder in 1957 in 1,473 cities in the nation 75.1 per cent were over 25 years of age.

31 or 1.5 per cent were under 15 years
133 or 6.6 per cent were under 18 years
499 or 24.9 per cent were under 25 years.

Of the total 1,619 persons sentenced to prison for murder in 1950, 57 per cent were over 30 years of age.

One was under 15 years
115 or 7.1 per cent were under 20 years
694 or 43 per cent were under 30 years of age.

The median age for persons sentenced to prison for murder was 33 years. The median age of the 49 persons executed in 1959 was 33.8 years.

In the main killers are older than the average criminal by about 5 years.

HOW MANY KILLERS WERE MARRIED, SINGLE OR DIVORCED?

Of the total 1,619 persons commited to prison for murder in the United States in 1950,

542 or 33.7 per cent were single
810 or 50.3 per cent were married
258 or16.0 per cent were divorced or widowed.
9 gave no martial status.

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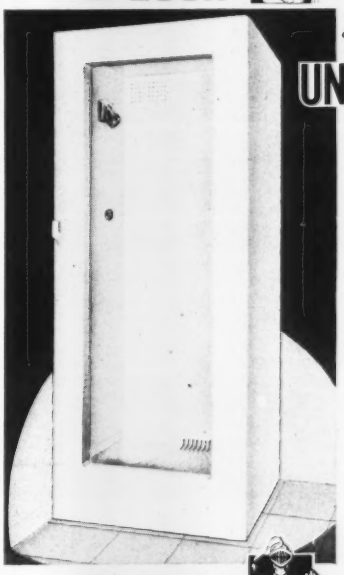
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WHEN DO MURDERS OCCUR?

In the main there are more murders during the months of June, July, August and December, with the highest rates in June and August. Of 2,398 murders in Allegheny County, Pennsylvania, from 1905 to 1940 murders were above the average of 183 during July, August, September, October and December.

More murders take place near the end of the week on, Saturdays and Sundays, or during the non-working days of the week. Of 2,605 murders in Allegheny County, Pennsylvania, there were 504 murders on Saturday and 521 on Sunday. The average for the week was 372 murders. Of 148 murders in Iowa during 1940-46, 31 occurred on Saturdays, 25 on Friday and 22 on Thursday.

In addition to the variations during the days of the week there are hourly variations. Of 2,376 murders in Allegheny County, Pennsylvania, where the exact time was known, 1,027 or 43 per cent took place between 6 p. m. and midnight with the highest number of 210 near 9 p. m. and near 11 p. m.

Murders are higher at the end of the week and during the non-working hours of the day.

WHERE DO MURDERS OCCUR?

Much depends on circumstances surrounding the killing. Most murders take place in or near the home of the victim or the killer. Of 2,141 murders in Allegheny County, Pennsylvania, from 1905 to 1940, 61 per cent of the killings occurred in the home, 14.5 per cent near the home, 10 per cent in the street, one per cent in a hotel and 13.5 per cent elsewhere.

THE KILLER AND HIS VICTIM

What relation is the killer to the victim?

With few exceptions the killer murders a personal acquaintance, a member of the family or someone known to the killer. Gangster killings while they may be impersonal are often enemies of some sort. With few exceptions the killer kills because of anger, jealously or hatred.

In one rare case in Pennsylvania a man killed another "fellow drinker" in a tavern as the result of an argument over the TEN COMMANDMENTS. In many cases an ex-spouse kills a husband or a wife. In Scott County, Iowa, an ex-wife who had been married four times killed her ex-husband. In Linn County a husband killed his wife because she was divorcing him. In Pottawattamie County one farmer killed another farmer after he had forced his victim to sign a check for $8,900 in order to pay a gambling debt. In another case a man killed his wife's paramour. In one case a 15-year-old killed his father because of anger. Gang killings are spectacular but they are rare in Iowa. Of the 28 persons executed in Iowa from 1894 to 1952, 9 of the persons killed were related to the killers.

WHAT HAPPENS TO THE KILLER?

In some cases where the killer murders a spouse or ex-spouse the killer often commits suicide. In England about one-third of the killers committed suicide from 1946 to 1955.

How many murders are cleared by an arrest?

In 1956 out of 1,432 murders reported by the police in 211 cities in the United States:

In 92 per cent the murder was cleared by an arrest (i.e., some person was arrested).

In 8 per cent of the cases the murder was not cleared by an arrest during the year.

Of the 1,340 killers charged with murder:

803 or 59.9 per cent were found guilty.
(616 found guilty of murder)
(187 found guilty of a lesser offense)

537 or 40.1 per cent were found not guilty.

WHAT KIND OF SENTENCES DO KILLERS RECEIVE AT THE HANDS OF THE COURTS

Of 1,604 murders sentenced to state prisons in the nation in 1950:

1,132 were sentenced for a definite sentence.
472 were sentenced for an indeterminate sentence.

Length of Sentences of Persons Committed to State Prisons for murder in 1950

DEFINITE SENTENCE Time	Number
6 mos.-2 years	2
2-4 years	42
5-9 years	40
10-19 years	191
20-99 years	214
Life	568
Death	75
Total	1,132

INDETERMINATE SENTENCE	
No minimum	16
Under 2 years	6
2 years	140
3-4 years	7
5-9 years	119
10 or more	184
Total	472

Here it should be noted that only 75 murderers of the total 1,604 were sentenced to death.

HOW LONG DO MURDERERS REMAIN IN PRISON BEFORE THEY ARE RELEASED?

(If they are released)

Information is available on 1,447 murderers who were released from state prisons in the United States in 1951. The median time spent in prison for all was 97 months or about 8.0 years. The minimum time was 33 months and the maximum was 218 months.

The death penalty for premditated murder is justifiable.

	STUDENTS		PRISONERS		GUARDS		TOTAL	
Reaction	Number	per cent	Number	per cent	Number	per cent	Number	per cent
Strongly Agree	232	24.4	24	12.0	36	28.8	292	25.6
Agree	336	41.0	23	11.5	52	41.6	411	36.0
Undecided	96	11.8	21	10.5	17	13.5	134	11.7
Disagree	104	12.7	55	27.5	13	10.4	172	15.1
Strongly Disagree	49	6.0	77	38.5	7	5.5	133	11.6
TOTALS	817	100.0	200	100.0	125	100.0	1,142	100.0

TIME MURDERERS SERVED IN STATE PRISONS AT TIME OF RELEASE, 1951

Time Served	Number
Under 1 year	4
1-2 years	58
2-3 years	107
3-4 years	101
4-5 years	118
5-6 years	92
6-7 years	110
7-9 years	218
9-11 years	194
11-15 years	193
15-20 years	145
20 years or more	107
Total	1,447

Median time: 8.0 years.

IF CAPITAL PUNISHMENT WERE ABOLISHED WOULD CAPITAL CRIMES (MURDERS) DECREASE?

All available evidence indicates that the use or nonuse of capital punishment has no effect on the number of murders committed within a state or nation.

In Iowa the annual number of murders has been decreasing in the past two decades although there has been no change in the laws. A number of studies have been made in various countries, cities, and states but there is no clear proof that capital crimes have decreased with the abolition of capital punishment.

IF THE DEATH PENALTY WERE ABOLISHED WOULD THIS ENDANGER THE POLICE AND PUBLIC SAFETY?

In June, 1958, the New Jersey Police Association maintained that if capital punishment were abolished the police would have less protection and public safety would be endangered, leading to more officers being killed while acting in line of duty. In 1951 Professor T. Sellin, University of Pennsylvania, made a study in 266 cities in 17 states (six had abolished capital punishment and 11 had not). The results of the study showed that:

Rate of attacks on police in 6 states where capital punishment had been abolished was 1.2 per 100,000 population.

Rates of attacks on police in 11 states where capital punishment had not been abolished was 1.3 per 100,000. (*)

Dr. Sellin states:

"It is obvious from an inspection of the data that it is impossible to conclude that the states which have abolished the death penalty have thereby made the policeman's lot more hazardous. It is also obvious that the same differences observable in the general homicide rates of the various states are reflected in the rate of police killings." (Page 723-24)

"Conclusion. The claim that if data could be secured they would show that more police are killed in abolition states than in capital punishment states is unfounded. On the whole the abolition states, as apparent from the findings of this particular investigation, seem to have fewer killings, but the differences are small. If this is, then the argument upon which the police is willing to rest its opposition to the abolition of capital punishment it must be concluded that it lacks any factual basis." (Page 728)

(*) Sellin, T. The Death Penalty and Public Safety, 1950.

WHAT DO PEOPLE THINK ABOUT CAPITAL PUNISHMENT?

In spite of the varied attempts to abolish capital punishment most people are in favor of the death penalty for homicide. In 1955 the American Institute of Public Opinion found that 68 per cent of the people favored capital punishment, 25 per cent were opposed and 7 per cent expressed no opinion.

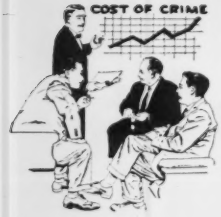
In order to determine what people think about the death penalty for a definite crime the author asked 1,142 individuals to express their view. They were asked whether they "Strongly Agreed," "Agreed," "Disagreed," "Strongly Disagreed," or were "Undecided" about the statement; THE DEATH PENALTY FOR PREMEDITATED MURDER IS JUSTIFIED. (A) Three groups of people were interviewed in order to obtain a cross section or concensus. These included 817 students at Iowa State University in Ames, Iowa, 200 inmates, (100 at the State Reformatory, Anamosa, Iowa and 100 at the State Penitentiary, Ft. Madison, Iowa), and 125 prison guards with about half from each correctional institution.

Of the total 1,142 individuals about two-thirds, 61.6 per cent, approved of the death penalty, one fourth, 26.7 per cent, did not approve and 11.7 per cent were undecided. There was a marked difference between the nonprisoners (students and guards) and the inmates. More than two-thirds of the students, 65.4 per cent, and 70.4 per cent of the guards approved of the death penalty whereas only one fourth, 23.5 per cent, of the inmates approved of the same. Of the students 18.7 per cent were opposed to the death penalty as were 15.9 per cent of the guards. In contrast to this 66 per cent of the inmates were opposed to the death penalty. The percentage of those undecided were 10.5 per cent for inmates; 11.8 per cent for students and 13.5 per cent for guards.

It cannot be said that the views of these 1,142 persons represent what all the people of the state may think about the death penalty but the fact remains that students and guards approve whereas the great majority of the inmates do not approve.

If each of the five possible reactions for the three groups is examined in terms of weighted scores with 500 as perfect agreement a more accurate conclusion may be reached. The percentage agreement for the guards on this basis was 75.4 per cent, for the students 70.5 per cent and 40.6 per cent for the prisoners.

a) The above topic is part of a larger study by the author covering 25 different items which will be published in the near future. ★★★



The Police, The Press and Public Relations

By Ron LaCouture

ABOUT THE AUTHOR: *This is the second in a series of three articles on a subject of critical importance—The Police, The Press and Public Relations. The first appeared in the previous issue of POLICE and the third article will appear in the next issue.*

THE POLICE

POLICE: The department of government charged with enforcing law and order, now especially with respect to the prevention, detection, and prosecution of public nuisances, crimes, etc.

FUNCTION: "The police function is a basic component of man's government by man which has determined the character and permanence of every social structure since human beings first sought collective security."[6]

Conflicting Interest

Wherever the Anglo-Saxon legal tradition has taken root you will find the individual jealous of his rights. This condition is not peculiar to our age alone but will be found to have existed at all times in English speaking countries. With us the revolt against authority is almost a chronic condition more acute at some times than others, but existent nevertheless. At the present time it is to be observed in a most aggravated form.

Today the individual does not stand alone in his defiance of authority. While we are disposed to emphasize individualism in our country, much of the conduct with which the policeman is concerned is involved in the group competition which is a phenomenon of our age. This clash is either, racial, social, or economic. The friction which it entails has serious consequences for the policeman because the individual with whom the policeman must clash on occasion is the symbol of his group. To become involved with such an individual is to invite the resentment of the entire group. A minor incident will in such cases often develop into a serious issue, leaving often times the policeman in the unenviable position of Mr. In-between.

Other enterprises in which a policeman can lose face is in certain prosecutions and politics.

Of all the stupid enterprises in which a policeman can engage, playing the political game is perhaps the worst. It is the worst because the beneficiaries of the favour system are never satisfied. Today its one thing; tomorrow it's another.

The sooner all policemen realize that politicians cannot do much toward advancing them, the sooner will that myth be dissipated and the arm of the law immeasurably strengthened.

Working Conditions

"A city gets the police force it wants and pays for."

Bruce Smith

We advocate career men in law enforcement. We set up a good system of personnel selection. We operate good training schools. We invest much money into fine officers and then, just as they are becoming an asset to the department they quit and move on to another job.

Why? These are some of the reasons;

1) Lack of retirement benefits.
2) Lack of longevity pay.
3) Lack of compensatory pay or time for court appearances.
4) Lack of good equipment.
5) Poor pay (Not always the most important.)
6) Working on holidays.
7) Long working weeks.
8) No fringe benefits.
9) Vacation without pay, plus small vacation time.
10) No clothing allowance.
11) Poor quarters. In this case there is a lack of pride.

These are just some of the conditions in which we expect the police to become a profession. These are also the conditions in which we expect our police officers to work in while being good public relations men.

As long as towns all over the country have backward, untrained, poorly equipped, poorly paid and unprofessional police departments, the entire service suffers. Good police departments are affected by the poor performance of second rate police organizations. When there are hundreds of such organizations, citizens everywhere lose their respect for law enforcement officers.

A good public relations program can do much for the department which is not being given adequate support from the community. State and national police associations and publications can give a helping hand to such communities.

Better pay and better working conditions will attract better men. Better men will bring public support.

Address: Prof. Ron La Couture, Chairman, Department of Police Administration and Public Safety, St. Petersburg Junior College, St. Petersburg 10, Florida.

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PEACEMAKER

In these days of housing shortages and overcrowding the policeman has to bear the brunt of the ensuing friction and tension. Tenement house dwellers have always had a remarkable faculty for getting on one another's nerves. Almost anything can precipitate a fracas; playing the radio at night, or talking loud, whatever it may be, temperament reveals itself.

The policeman on his beat is in a chronic ferment from the demands of citizens that something be done at once to stop someone from doing this or that. Some people feel that the right to call on the policeman for help on any pretext no matter how trivial, is a prerogative of citizenship, and they abuse the privilege. The more discreet officers do what they can to pour oil on troubled waters and restore peace. Others dispose of these matters by saying "Tell it to the Judge," and the next morning the court house is crowded with complainants and their witnesses.

Worse even than these neighborhood rows are the family feuds. In these situations the policeman is always the loser. Whether it involves an assault of a husband on wife, or a parent, by the time the case reaches court, peace has been made and the whole family usually joins in accusing the officer of using unecessary force or making an unwarranted arrest. No satisfactory formula can be provided for handling these situations. The policeman has to be philosophical about it.

To make good on such a beat, where situations like I have described occur, the police officer would need the strength of a Samson and the wisdom of a Solomon.

PRESS

PRESS: To influence powerfully or irresistibly.
NEWSPAPER: A paper printed and distributed, at stated intervals, usually daily or weekly, to convey news, advocate opinions etc.

I. General

"The only difference between a reporter and a law officer, is that one uses a badge and the other a pencil."

J. K. Pope[7]

Crime throughout America, and possibly the world, will be dealt a serious blow when the full potentialities of police and press relations become a fact.

Perhaps it is too optimistic to believe that crime could be completely obliterated if this were true, but we could safely assume this country's law enforcement agencies would then be "in the driver's seat."

The welding of a relationship between the police and press cannot be accomplished in a day or year. It is some

thing that can only be attained by constant practice by both parties.

Problems which confront police and newspapermen, like other problems, are not a simple question or right or wrong but a highly complex situation which even the most experienced reporter and officer must master to obtain the best results.

Probably one of the first to recognize the importance of good relations between law enforcement agencies and the public is J. Edgar Hoover, Director of the Federal Bureau of Investigation.

Another pioneer is former Sheriff Eugene Biscailuz of Los Angeles County who when in office directed his associates to supply the press with prompt reports of newsworthy activities and with all information that is not detrimental to the location and apprehension of a criminal suspect.[8]

No individual can possibly learn to become an expert on police and press relations by merely reading books on the subject. In all of the readings which I have tried to filter, I have come to the conclusion that the biggest mistake between both enterprises is that they do not understand each others job. Or to put it into better language, Faith in the ability of each other's potential.

Relationship With Police

Many newspapermen throughout the United States have realized the importance and need for police and press relations and have crusaded for such cooperation during their entire careers.

Among those who have devoted themselves to this task is Matt E. Elder, National Advertising Manager for the Tulsa World and the Tulsa Tribune. In a speech he once made, Mr. Elder pointed out that it is the duty of every newspaper to keep a vigil over the various law enforcement agencies for two reasons:

1) Citizens are entitled to know what their officials are doing about criminals.

2) That newspapers are the only media which can furnish that information to such a widespread group.[9]

Let us analyze these two statements for a minute.

Certainly and without a doubt an alert, enterprising and courageous press is an essential safeguard to every community against organized as well as unorganized underworlds. Through the columns of the newspaper the public can be kept continuously informed of conditions. When the administration of criminal justice falls into bad hands, the press often times is the only medium to expose conditions as they exist.

But on the other hand, let us hear from some police officers who have to live with the press.

1) "I do not want to have a damn thing to do with any newspaper reporters or photographers. From what I have seen, they make damn poor detectives because they cannot keep their mouths shut or keep a secret." . . . says a western sheriff.

2) "Ordinarily, by trying to inject sensationalism into a story, they do not always adhere to the facts as stated by the police." . . . says a mid-west Sheriff.

3) "Reporters can get in too much of a hurry and guess at some of the details." . . . says a Chief of Police in the mid-south.

And on it goes.

I do believe however that the people are entitled to know the extent of crime in their community, and also are entitled to know what their officials are doing about criminals. This they can get only through their newspapers.

Consequently, a free press can be of real service for the community by watching law enforcement agencies and seeing that they are administered in an efficient and nonpolitical manner.

Mutual Understanding Essential

If the police officer is to deal justly and intelligently with the newspapermen, he must understand the newsmans' objectives and to some extent his philosophy and modus operandi. Just as the newsman must learn much about the law enforcement officers job, so should the policeman learn something about journalism.

The value of a close and harmonious relationship between law enforcement and the press cannot be over estimated. It is vital to the public interest, for it is the public which benefits when the relationship achieved is that of a voluntary partnership.

In the past, newspapers and news services have performed a real public service in focusing the spotlight of publicity on wanted criminals. The success of an approach like this is quite evident by the success of the "Most Wanted Ten List."

As students of law enforcement and administrators of police agencies, we know that the war on crime is a never ending one. We know also, that intelligent realistic cooperation between the press and the police is a most effective force in this continuous struggle.

It would be well for the lawman to go out of his way to become acquainted with the editor in his community or area. A police chief who shapes the policies of his department can do much to further his common interest, by putting forth a little gregariousness towards the editor.

Suggested Working Basis

It is taken for granted that much of the success achieved by the New York Police Department can be attributed to the fact that its officers "practice what they preach."

Excerpts from the New York Police Departments Manual of Procedure is as follows:[10]

1. Public relations, insofar as it relates to the Police Department, is the sum total of the attitudes, impressions and opinions of the public in its relationship with the department.

3) The principal factors involved in determining relationship between this department and the public are briefly:

a. The Police—their attitude toward the people of

the community, and their deportment and efficiency in performance of their duties.

b. The Public—the attitude of the people toward their police force and law enforcement in general.

c. Racial and Religious Attitudes.

d. The Press and Publicity.

4) A policeman must not fail to realize that he is the cynosure of the public eye, and a ready subject of discussion. His merits and demerits are matters of interest not only to those he has direct dealings with, but also to the public generally. This is so because his official duties are closely related to practically every phase of community life.

5) Cooperation with accredited representatives of the press and other accredited agencies of publications is extremely important in promoting good public relations. A cooperative attitude, and a courteous explanation when necessary, will usually result in a more desirable presentation of the facts from the police viewpoint.

EDITOR'S NOTE: *The third in this series of three articles will appear in the next issue of POLICE.*

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LICENSE PLATE ISSUE POSES NEW "OLD" PROBLEM

East Lansing — Twinges of pain over reflectorized license plates and the 35-cent fee for them still beset Secretary of State James M. Hare and threaten to erupt again into an acute headache.

Hare took his hair down in an informal talk before the Municipal Judges' Conference in MSU's Kellogg Center, sponsored by Michigan Association of Municipal Judges in cooperation with Highway Traffic Safety Center and Continuing Education Service of Michigan State University.

Hare said:

"Two statutes are still on the books which say that we are to have reflectorized license plates beginning 1961 and that a 35-cent fee is to be collected. But nothing says that the 35-cent fee is earmarked for the license plates. That's a matter for legislative appropriation.

"The Senate has passed a repealer, but the House has so far refused.

"The Attorney General, who finds it his obligation, next month will go into Wayne County Circuit Court seeking to dissolve the injunction restraining the Secretary of State's office from collecting the fee.

"The Attorney General tells me that I will find myself in this position:

"If I complete an order with prison industries for the reflectorized plates, and the legislature does not appropriate the money, I will be personally liable for the $2,000,000 cost.

"If I don't place the order and the law remains upon the books, and the legislature does appropriate the money, I will be subject to removal from office for not complying with the law."

Hare also told the judges that a major state traffic problem is the more than 50,000 Michigan drivers--estimated—now on the highway without a valid operator's license. He added, however, that this accounts for little more than one percent of those actually driving on the highway.

"The violators whose licenses have been suspended or revoked because of their previous records," he said, "constitutes the most serious problem.

"They are intentionally and wilfully continuing to drive in defiance of the law.

"But they are usually pretty sharp operators, well experienced in court decorum and very successful in persuading police officers, courts and our own licensing examiners to be lenient because of some unfortunate circumstances."

Hare cited one case in which a motorist whose license was revoked in 1955 was subsequently picked up 16 times, and appeared in six different courts, without being charged with driving with a revoked license. His greatest penalties were $43 and $23 fines for speeding until 1960, when he was sent to jail for 10 days for driving with a revoked license.

Ingham Circuit Judge Marvin J. Salmon, banquet speaker at the conference, bluntly warned the judges they must clear their dockets, now crowded with automobile negligence and traffic cases, with "more dispatch" or face the threat that such litigation will be handled by administrative agencies.

He termed present delays "one great weakness in our judicial system."

"The public will accept only a certain amount of delay and that applies to all types of cases, including traffic cases in your courts. If we do not lead the way to a solution to crowded dockets the public will find one and it may not please us who believe in having legal rights adjudicated in courts of law."

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POLYGRAPH and INTERROGATION

Use of the Polygraph for Pre-employment Testing of Police Recruits

By Paul T. Riley

ABOUT THE AUTHOR: *Detective Lieutenant Paul T. Riley serves in dual capacity as Polygraph Examiner for northern half of the State of Delaware and supervisor of the Criminal Investigation Division of Troop II of the Delaware State Police. Lt. Riley is a graduate of the Keeler Polygraph Institute and attended a seminar in homicide at Harvard Medical School. He joined the Delaware State Police in 1946.*

Unfortunately, when bad police officers are uncovered in a department it immediately becomes the number one topic in the affected community. It can push any other story to the inside pages of the local paper and no one can say how far-reaching the effects are of such adverse publicity.

For sure, the hard won respect for the department and its members is lessened. Public confidence in its protectors is decreased with a resultant drop in their much needed support. Drastic shake ups and wholesale transfers sometimes occur and so seriously affect the structure of the organization that perhaps years pass before optimum efficiency is again reached.

Again unfortunately, these incidents are not as infrequent as they should be and as crime has shown a phenomenal rise in all levels of our society during the past decade it is not unreasonable to conclude that there may be a correlation. If this is true then the trend will be for still more police offenses, as crime statistics show no indication of a decrease.

Realization of this danger by Colonel John P. Ferguson, Superintendent of the Delaware State Police, has been the reason for the introduction of a new phase to our recruit selection program. Colonel Ferguson, being aware that he commands a sound organization, theorized that the way to prevent the loss of the proverbial "barrel of apples" would of course be the most exhaustive inspection of all new ones to be added.

A review of our past selection of recruits appeared to leave very little to be desired. Each applicant was subjected to a rigorous background investigation. He submitted to intelligence and medical examinations. Interviews in depth were conducted several times by trained personnel who rated the applicant accordingly. Each of the foregoing phases are on a competitive basis and when the survivors are counted, a final and formidable obstacle still must be surmounted before an appointment can be won.

This final weeding out process requires that the applicant be subjected to a battery of psychological tests and a personality analysis by the state psychiatrist. Past experience has shown that these tests have eliminated candidates who possess sadistic tendencies, are introverted or lack the emotional maturity requisite to a good police officer.

After the inspection of the selection program it was apparent that even this system lacked something as the department still experienced sporadic dismissals and resignations. In view of this Colonel Ferguson ordered that polygraph examinations of recruits would be initiated as a final safeguard.

As a result of conferences between the Superintendent, Training Division and the Polygraph Section it was decided that the examiners efforts would be beamed toward the following:

Address: Lt. Paul T. Riley, Troop II, Delaware State Police, State Road, New Castle, Delaware.

Detective Lieutenant Paul T. Riley at the polygraph desk.

1—Does the applicant sincerely seek a *long term* police career?

2—Does the applicant now or has he ever belonged to any organization advocating the violent overthrow of the U. S. Government?

3—Has the applicant lied on his application or to any of the interviewers?

4—Does the applicant use or has he ever used narcotic drugs?

5—Does the applicant drink or gamble to excess?

Broad security controls were adopted for the routing of the examiners report, polygrams and any admissions gained to the Superintendent's office for inclusion in the applicants file.

A week prior to the test an interview was conducted by the Training Division during which the applicants were advised of the voluntary nature of the polygraph examination. At this time they were made aware of the questions that were to be asked. Not one refused to take the test.

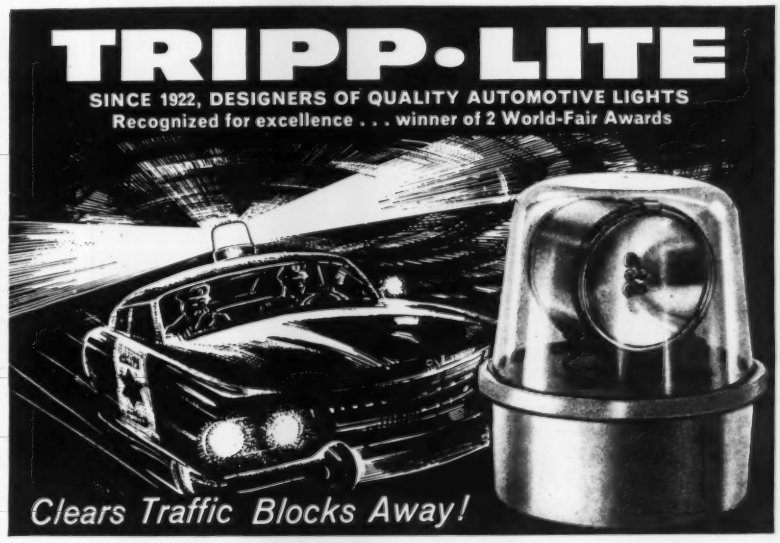
When the polygraph examination of the applicants was completed it was found that approximately ten per cent of the available pool of recruits had been eliminated for such varied reasons as false statements on applications, false statements to interviewers and prior involvement in minor criminal activity. One applicant manifested a lack of control under stress throughout the entire examination and it was apparent he did not possess the calm demeanor required of a police officer. Certainly this was best discovered in the examiners room than in the field where human life might depend on his ability to act cooly and efficiently.

The most outstanding facet of the program is that a scientific interview most nearly approaches perfection. In the conventional interview, the employer is often told what the applicant thinks he wants to hear, however in the examiners room the truthfulness of response is surprising. In most cases the applicant will give a revealing self evaluation as to his ability to fulfill the requirements of a trooper.

We now know that with the aid of the polygraph, chances of eliminating bad applicants are greatly enhanced. Weeding out in the initial stages is far better than having a departmental member make headlines as a "bad trooper," forcing brother officers to bear some of his stigma by association.

Colonel John P. Ferguson, by publicly announcing mandatory testing of applicants, serves notice that "poor risks need not apply" to the Delaware State Police.

Colonel John P. Ferguson, Superintendent of the Delaware State Police, is a firm believer in the polygraph.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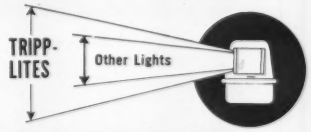

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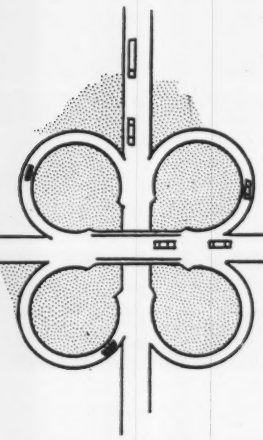

IN CASE YOU'RE TRAFFIC MINDED

Research Trends in Traffic Safety

By John J. Conger

ABOUT THE AUTHOR: *Dr. Conger is Professor and Head of the Division of Clinical Psychology in the Department of Psychiatry, University of Colorado Medical School, in Denver. He received the B.A. degree at Amherst College and the M.S. and Ph.D. degrees at Yale University, and at this institution, he was also a University Fellow and Junior Sterling Fellow. From 1949 to 1950, he was Assistant Professor of Psychology in the Indiana University Graduate School, and then became Director of Psychological Research in the Department of Psychiatry at this institution, a position he held from 1950 to 1953. During this period, he also served as Chief Psychologist for the United States Naval Academy, and was also Chief Psychologist for the Veterans Administration Hospital in Indianapolis from 1952 to 1953.*

In the following articles on research in the field of traffic safety, prepared exclusively for POLICE, Dr. Conger makes some very pointed observations of important concern to the police and all others interested in lowering the toll of death and injury on our streets and highways.

The reader is probably familiar with the revolutionary manifesto in George Orwell's novel *The Animal Farm* that "All animals are created equal, but some are more equal than others." A number of my colleagues in the behavioral sciences, hard pressed in their attempts to isolate the elusive determinants of social phenomena, have grimly adapted this slogan for their purposes to read: "All research is impossible, but some research is more impossible than other research." And among those of us who have carelessly ventured into the asphalt jungle of research in traffic safety, there is, I feel sure, considerable agreement that it easily qualifies as one of the more "impossible" research areas.

This may not be news to professional traffic safety people, but it presents a great challenge to the rapidly growing number of social scientists, mathematicians, engineers, and others who are becoming concerned about the traffic safety problem, and are trying to do systematic, responsible research in the field.

THE PROBLEM OF CONTROLS

Why should research in this area be so difficult? Actually, the answer is a simple one: namely, the problem of controls. It's pretty easy to know what we are doing and to arrive at dependable findings when we test the effects of one chemical on another—or the relation of pressure to the production of heat—under carefully controlled laboratory conditions. If we manipulate one variable in an experiment, while holding all others constant, then we can be reasonably confident that any effects we obtain are due to the variable we have manipulated.

Accidents, however, are extremely complex, real-life phenomena. They are frequently the result of a variety of factors operating together, few of which are easily isolated and controlled for purposes of investigation. And yet if the problem of adequate control is ignored, misleading—sometimes even dangerously erroneous—conclusions may result. Let me cite a couple of examples.

Let us say that an ardent young psychologist has decided to determine whether there are particular personality characteristics which predispose an individual to have more than his share of accidents. Since the psychologist happens to have them readily available, he tests the accident patients admitted to a nearby charity hospital. He then wants to compare the findings obtained from his accident subjects with those of a non-accident sample. Since a class of accident-free college sophomores also happens to be readily available, it is used for this purpose. The psychologist finds statistically significant differences in the personality characteristics of the two groups on standard

* Based on a paper presented at the Regional Traffic Court Conference, American Bar Association and Traffic Institute of Northwestern University, Denver, Colorado, 1960.

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psychological tests, and thus is led to conclude that these differences are causally related to accident susceptibility.

At this point he might even try to persuade law enforcement officials to administer his tests to applicants for driver's licenses, to "weed out potentially unfit drivers."

Now the trouble here is that while accident susceptibility *may* well be related to personality characteristics, so are many other factors, including socioeconomic ones. In comparing a group of lower-class accident patients with a group of middle-class college students, the psychologist might well be discovering personality differences which are related to accident susceptibility.

It is equally possible, however, that he is discovering nothing about accident susceptibility, but is merely confirming what many other investigators have already found; namely, that personality characteristics may vary with social class status. Thus, a lack of adequate scientific controls may lead to false conclusions, with unfortunate social implications.

Let us consider another brief example. We know that teen-age boys have many more accidents than teen-age girls. In a teenage population that we are currently studying, the ratio is about four to one. Does this mean, as many people immediately conclude, that boys are four times worse as drivers than girls? Not necessarily.

Again it is all a matter of adequate controls. I think that the reader will agree that it is pretty difficult to have an automobile accident while sitting home watching television. At least, to some extent then, one's likelihood of having an accident is a function of exposure to accident-genic situations. The long-haul transport driver who drives 100,000 miles a year without an accident is performing a much more remarkable feat than one who drives 10,000 miles in the same period.

To come back to our example, recent information suggests that teen-age girls drive considerably fewer miles per year than teen-age boys. Thus, it may well be, as I happen personally to think, that girls are basically somewhat safer drivers than boys; but it is also possible that a large part of the difference in their safety records may be due to the *exposure* factor. Unless this factor is adequately controlled, the real answer remains in doubt.

We have recently been doing some research in driver education.[8] Numerous studies have indicated that teen-agers who have had driver education training have better accident and violation records than their counterparts who have not had such training. The conclusion has tended to be that driver education itself is responsible for the differences between the two groups in accident frequency, and a number of insurance companies are currently providing lower rates for teen-agers who have had driver training education.

Now again, while I happen personally to think that good driver education is probably useful, I don't think my view is proved by such statistics. Our research has shown, for example, that there are statistically significant differences between high school students who elect to take driver education and those who do not elect to take driver education. In general, as compared with their non-driver education peers, driver education subjects appeared to be more introspective, more sensitive, more esthetic, and more conservative in their interests, and to feel somewhat more concerned with their own physical and mental well-being. In contrast, non-driver education subjects tended to be more active generally, more ascendant and interested in leadership, and more oriented toward gregarious, outgoing social interests.

Thus it appears at least possible that initial personality differences between students electing and taking driver education training, on the one hand, and those not electing and not taking it, on the other hand, may be a contributing—in fact, could conceivably be a primary—factor in accounting for obtained differences in accident-violation rates between the two groups.

I mention such examples merely to indicate the pitfalls for the unwary in the complicated field of accident research. As with so many other things in life, it does not follow that poor research is better than no research. Sophisticated research is badly needed in many areas of traffic safety. On the other hand, no research is better than poorly controlled research which may result in important social actions based on misleading findings.

THE CHALLENGE OF SAFETY RESEARCH

Fortunately, many careful investigators from a variety of different scientific disciplines are awakening to the challenge of traffic safety. Psychologists, mathematicians, physiologists, engineers, and many other scientists are combining their special skills with the skills and experience of police officers, safety experts, lawyers, and judges, in systematically tackling this problem on a broad front.

John Moore and his associates at Cornell Medical College, with the cooperation of state and local police and medical groups throughout the nation, have been conducting immensely important and rigorously controlled research on the relation between vehicle design and the likelihood of various types of injury or death, under various accident conditions.[7] For example, they have been able to compare the injury-producing effects of different types of vehicle components, such as steering wheels, under identical accident conditions. In order to do this, they have had to control such relevant factors as speed, direction and force of impact, position of occupants, presence or absence of seat-belts, and so on.

Obviously, to institute such detailed controls, and to achieve statistical significance, these investigators have had to deal with a very large number of very carefully studied cases. But already their work has had an influence on the design of motor vehicles, especially in relation to such readily modifiable factors as door latches, steering wheels, seat-belts, and dashboards.

While Moore and his associates have been trying to cut down the chances of injury or death when an accident occurs, other investigators have been studying factors

likely to reduce the possibility of accidents in the first place. Thus, considerable research is being conducted in such areas as proper highway design, including such crucial components as width and grade of median, road shoulders, and adjacent roadside areas.

Many accidents occur when a car runs off the road and into a tree carefully planted by highway authorities along the roadside, or in the median. Other accidents could be prevented by having gradually sloping drainage areas alongside the road. Such areas would make it much more feasible for the driver who has had a blowout, or has swerved off the highway to avoid an oncoming car, to bring his vehicle safely to a stop without rolling over. The Highway Research Board of the National Academy of Science is playing an important role in much of this research.

Other investigators are studying the effects on accident rates of such diverse variables as types of warning signs and signals, safety campaigns, traffic laws, and traffic density and flow characteristics.

Again, in these research areas, caution and careful control are indicated. Dunlap and others have found that while safety campaigns, regulations, signs, and signals may have an immediate effect on accident rates, careful follow-up studies reveal that these effects are often temporary.[4,5] Unfortunately, people appear to have a great capacity for becoming habituated, not only to the good—as the poets complain—but to the bad as well.

Perhaps the most important single area being investigated at the present time, and certainly the area most fraught with peril for the careless researcher is that of the driver himself. As I have stated elsewhere: "It is the *individual* who drives too fast to make a turn, who cuts in and out of traffic, who runs through stop signs, who pulls out of a parking space without looking behind him, who crashes into a parked vehicle at a stop light, and who goes to sleep on the highway after having driven eighteen or twenty hours without rest. It is also the individual who generates accident-genic conditions on crowded sixty mile an hour freeways by driving twenty miles an hour in the passing lane.[3]"

PERSONAL FACTORS IN DRIVING

What, then, are the personal factors that seem to be associated with safe and unsafe driving behavior? Our research group and others have been actively studying this problem for a number of years now.[1,2,3] At least for the kinds of subjects we have studied thus far (mostly relatively young, healthy males), some rather surprising findings have emerged.

For one thing, we have found that the many measures frequently assumed to make the biggest difference between safe and unsafe drivers—obvious things like reaction time, depth perception, and eye-hand coordination, as well as psychophysiological functioning and intelligence—seem to make little difference. As one observer has remarked, apparently being able to get one's foot to the brake a fraction of a second sooner than the next person is less important than driving carefully enough so that such activity is unnecessary—or than paying close enough attention so that one notices a child ahead of him who might suddenly dash into the street.

As a matter of fact, we have found on a test of driving skill that high-accident subjects actually reacted more quickly than safe drivers, and finished the entire test sooner—but that they made more errors along the way. Even here, however, group differences were small.

In contrast, various investigators—including ourselves—have encountered such personality characteristics as poorly controlled hostility, emotional instability, impulsivity, lack of alertness, egocentricity, irritability, foolhardiness, inadequacy, or poor social and vocational adjustment more frequently among high-accident than among accident-free drivers.[1,2,3,4,6]

THE AVERAGE DRIVER

It is important to realize, however, that most of these findings were obtained when a comparison was made between very safe and very unsafe drivers. Most people fall in the great middle ground between these two extremes. This is important to recognize, because according to reliable statistics, most accidents are not caused by severe accident-repeaters. Rather, they are caused by people who have never had an accident before. And since this is the case it does not seem likely that we are ever going to be able to really conquer the problem of unsafe driving, until we are able to do something more effective about the average driver. Certainly, we may be able to reduce accidents and violations to some extent by doing something about the minority of people who have accident after accident—either through revocation of their licenses, or through the sorts of group or individual psychological treatment currently being attempted at various centers.

But the fact remains that it is the average driver who is more likely to collide with us—or vice-versa—when and if we have an accident.

What, then, can be done about the average driver, since he seems to present the greatest problem?

Final answers will probably depend in considerable measure upon further research into the role of personality factors in accident susceptibility, and the information which it provides. Meanwhile, however, there still appear to be several things which can be stated.

In the first place, as I have noted elsewhere[3], a person should never allow the routine familiarity of driving to blind him to the fact that driving is a complex task demanding the best he has to offer at all times. This, of course, may mean many things. It means *not* driving eighteen hours without sleep, and not driving when one is feeling ill, or sedated with drugs, or feeling ten feet tall and without a worry in the world after a few drinks.

In the second place, studies such as those I have referred to above warn the individual that his capabilities may be impaired after he has been reprimanded by an employer

to whom he can't talk back, or when he has spent eight hours coping with the public during ladies' day in the bargain basement. Driving home from such experiences, the individual is more likely, if indeed he notices the other cars on the road at all, to view them simply as an enormous collection of four-wheeled personal enemies, whose sole aim is to get in his way or to frustrate him—and, unfortunately, he is very likely to act accordingly.

Similarly, if a person is worried about personal problems, he is more likely to daydream at the wheel—and it frequently doesn't take more than a few seconds for him to suddenly wake up and find himself in a potential accident situation. When, in fact, for any reason, a person is more self-centered and indifferent to others, when he is tense and angry, when he is feeling unusually elated about something, when he is preoccupied with worries, or when he is tired, or sick, or feeling under the weather, he is simply more likely to have an accident or to commit a violation which might easily lead to an accident, than he is at other times.

In a slightly different vein, it also seems clear that when a person begins to employ a big, powerful, several-hundred-horsepower car complete with wings and stabilizing fins as a way of demonstrating how clever, or brave, or alert, or devil-may-care, or defiant, or glamorous he is, his chances of becoming a fatality statistic are considerably enhanced.

Doing something about the average driver, about awakening him to an awareness that driving is a highly complex task demanding the best he has to offer—physically, mentally, and emotionally—is probably the greatest unsolved problem facing all of us, whether as law enforcement officials, educators, social scientists, physicians, or simply as responsible citizens alarmed by the tragic toll of one of the greatest—and potentially most preventable—of all health problems.

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Fourth of July Traffic Study

Four hundred and forty-two persons died in traffic accidents over the 1960 Fourth of July holiday—78 hour period from 6 p.m., Friday, July 1 to midnight Monday, July 4. A special study of these accidents revealed certain details as indicated in this report.

As usually happens in detailed studies, information is not always available on all questions. Therefore, the various proportions stated throughout these highlights are based on just the number of questions for which information was given.

No comments are included on the proportion of accidents involving drinking and speeding drivers. In previous studies, these were the only two questions asked regarding driver behavior. In the present study, a long list of behavioral questions were asked, and there were indications that drinking and speeding did not receive the same detailed attention as in previous studies.

Following are selected highlights from the study:

Accidents Happened More Frequently Early in the Weekend

Fifty-one per cent of the accidents happened during the first 30 hours of the 78-hour weekend—9 per cent during the first six hours (Friday night) and 42 per cent during 24 hours on Saturday. Only 23 per cent of the accidents happened during the final 24 hours on Monday.

By days, the percentages of accidents and deaths were as follows:

	Accidents	*Deaths*
Friday (6:00 p.m.-Midnight)	9%	8%
Saturday	42%	40%
Sunday	26%	30%
Monday	23%	22%
Total	100%	100%

Nearly One-Third of the Drivers Were Under 25 Years of Age

Thirty-one per cent of the drivers were under 25 years of age; 18 per cent were under 20 years; 6 per cent were under 18 years. These were higher than full-year proportions of 28 per cent, 15 per cent and 6 per cent respectively. (This does not mean that younger drivers had poorer experience over the Fourth of July; they may have been driving a higher proportion of the total travel.)

Accidents Happened More Frequently While Returning From Trips

Among all trips, 55 per cent of the accidents happened while returning—45 per cent while going. Among trips for different purposes, these proportions varied as follows: on picnic trips, two out of three accidents ocurred while returning; on business trips, three out of four occurred while returning. On visiting trips, though, accidents happened somewhat more frequently while going.

The Sheriff's Role in Law Enforcement

By William C. Alletto

About The Author: *The author has been a member of the Chicago Fire Department since January, 1959, and is also working towards his Bachelors Degree in Public Administration.*

In the following article Mr. Alletto demonstrates the need for a majority of the sheriff's offices to take necessary action in effecting changes which must be forthcoming if law service is to be accorded a true professional status.

In the State of Illinois as is true in most of the other states throughout the nation, the sheriff is the chief law enforcement officer of every county government.

The county sheriff is the only law enforcement officer in the state whose duties are spelled out in the state constitution. This is because of the fact that, when our constitution was written, the county sheriff was the only such peace officer in existence—there were no city policemen or state police of any kind. Authority for creation of these latter two offices was granted by later legislatures. He is even given statutory authority in cities and towns. However, the sheriff usually works only in suburban and rural areas, since most cities have police forces of their own.

While any police officer may arrest a person who violates a law in his presence, only the sheriff or his deputies, may serve a formal warrant of arrest. Because it would be impossible for the sheriff and his deputies to serve all warrants, he usually deputizes policemen so that they may also perform this function.

Because of the nature of his office the sheriff is also charged with the responsibility of being custodian of the county building, county courts building, and the county jail. He is also an officer of the county court and is required by law to execute all court orders, transfer prisoners between the jail and courts, police the courts, serve processes and warrants and execute court writs and orders.

The purely civil functions of the sheriff leave him very little time to perform the police duties which are attached to his office. By merely observing the sheriff's office however, it will be enough to convince anyone that the office is poorly organized to promote efficient police service to the people.

We have in all reality retained a medieval functionary with almost unchanged status to cope with the modern criminal who avails himself all the advantages of every improvement in transportation and communications. Many criminals who commit crimes in rural areas escape detection because in many cases the sheriff and his deputies are inexperienced and improperly trained to suppress their activities.

As Bruce Smith states in his book Rural Crime Control; (Illinois Crime Survey pp. 341-342) "Regardless of the extent of the territory to be patrolled the numerical strength of such forces is rarely imposing or in any sense adequate to the task, largely because they are superimposed upon the village or township police systems which are in themselves hopelessly inadequate it may be confidently stated that the sheriff's office has lost touch with all but the most elementary requirements for dealing with rural crime.

It must be stated here that there are a few progressively modern sheriff's departments in the United States, of notable exception are the Los Angeles County Sheriff's Department and the Alemeda County Sheriff's Department where a complete and competent police service is provided for the people; however, this type of Sheriff's Department is the exception rather than the rule to say the least.

As was mentioned in an earlier paragraph the many diversified duties entrusted to the sheriff, in my opinion, necessitates that his office be divided into three separate but cooperating divisions:

1. *The Jail and Corrections Division*—This division's responsibilities include the operation of the county jail and all other county correctional institutions, the booking office, jail medical facilities, and rehabilitation.

2. *The Court Enforcement Division*—This division is divided into two sections,

The Criminal Section: This section is charged with the transportation of prisoners between the county jail and the criminal courts, policing the criminal courts, and the execution of all court writs and orders.

The Civil Section: This section is charged with the enforcement of the rulings of the civil courts, policing the civil courts, service of insanity warrants, and the transportation of persons to and from the various state and county institutions.

Since this article deals primarily with the sheriff's responsibility as chief criminal law enforcement officer of the county, I will elaborate more fully on his responsibilities in this area.

3. *The Police Division*—Like any other police department the sheriff's police division is charged with the responsibility of; (a) The preservation of the peace. (b) The protection of life and property. (c) The prevention of crime. (d) The enforcement of all laws and ordinances. (e) The arrest and detection of offenders.

Because of the increasing complexity of police operations, greater emphasis must be placed upon the distribution of police personnel on a more scientific basis. This will be discussed

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along with the advantages of proper training and professional education in the police service.

Listed here in brief are the basic police functions which are necessary if there is to be effective police protection. (Irregardless of the size of the department).

A. *Patrol*—The patrol bureau performs the basic police tasks of protection of life and property, preservation of the peace, crime repression, crime prevention, and the apprehension of offenders, traffic control, and also furnishes advice, information and assistance to the public. District stations are maintained only when the area to be patrolled is so great that patrol from central headquarters alone would be inadequate and impractical.

B. *Detective Bureau*—This bureau's activity is primarily the detection and apprehension of criminals who commit more serious crimes which require more detailed investigation by men specifically trained for this purpose.

C. *Juvenile and Youth Bureau*—This bureau handles all juvenile offenders, in most states, those under eighteen years of age, and for juvenile court records and procedure purposes all juvenile victims in criminal cases including, of course, juvenile gangs, organizations, and minority groups.

D. *Records Section*—The records section preserves all case files and other statistics of value to efficient police operations. Electronic computers and other devices of this nature are fast becoming an indespensible part of the modern police records section. It should also maintain a central warrant index on all warrants issued in the county, including those held by city police departments.

E. *Identification Section*—The identification section's activities include fingerprinting, recording of personal descriptions, and securing identification photographs. It should also maintain a wirephoto service with the F.B.I. in Washington, D.C. and other major police agencies in the United States.

F. *Communications Bureau*—The communications bureau should be divided into three sections; Automotive-Teletype-and Radio.

(1) The Automotive Section—The automotive section handles the assignment and operation of all vehicles attached to the sheriff's department.

(2) The Teletype Section—The teletype section handles all teletype communications between the sheriff's district stations and headquarters (if the department has district stations). In addition it would be a very good idea to establish teletype communications with all major law enforcement agencies throughout the state.

(3) The Radio Section—The radio section dispatches messages to, and receives them from, the sheriff's radio cars. It also would be a good idea to establish a central communications network throughout the county.

G. *The Scientific Crime Detection Bureau*—This bureau should serve the sheriff's police, and all other law enforcement agencies in the county who do not or cannot equip themselves with these facilities. There

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should also be in this bureau a mobile crime laboratory for the purpose of making scientific examinations at crime scenes. Whether this bureau consists of just one laboratory investigator in a small department or twenty in a large department the importance of a well equipped laboratory goes unquestioned if there is to be a more complete and intelligent investigation of crimes. A modern, progressive and efficient department cannot afford to be without one.

H. *Police Training*—Again it must be noted that regardless of the size and numerical strength of the Sheriff's Department, a modern and intensive training program for all sheriff's officers engaged in police work is absolutely necessary if the department is to successfully control crime. Sheriff's training facilities should also be made available to police officers of other law enforcement agencies in the county who are unable to provide adequate training facilities for their personnel.

(1) The Police Academy—The size of the sheriff's police academy should be determined by the size of the county, the numerical strength of the sheriff's police, and the number of other police agencies in the county who would use the sheriff's training facilities.

Space in the police academy should be provided for class rooms, a police library, a target range, assembly hall, office space for the academy dean and academy instructors, a physical training area, and at least one conference room.

In training instructors for the police academy the sheriff has many means with which to train competent men in his department. Assistance in training police instructors is afforded to any law enforcement agency by the F.B.I. upon request. These special schools are designed to meet the particular needs of the individual law enforcement agency.

There are also specialized schools such as The F.B.I. National Police Academy, The Southern Police Institute, Western Reserve University, The University of California Delinquency Control Institute, The Ohio State and Purdue Arson Schools, The Northwestern University Traffic Institute and many others too numerous to mention at this time which offer specialized police training.

There are an increasing number of colleges and universities who recognize the importance of professionally trained law enforcement officers, and offer undergraduate and graduate degree programs in police science, administration and related fields. Prominent among these institutions of higher learning are the following; Washington State University, The University of California, Michigan State University, The University of Indiana, and The University of Maryland.

I. *Police Tenure*—Almost every state and municipal police agency in this country is governed in its selection of recruits and in promotions to higher ranks by either classified civil service or its counterpart the merit system. In the greatest majority of sheriff's departments the selection of deputies is made with a view only of their political affiliations and activity. This is a most impractical method of recruiting because these deputies usually receive little or no training in police techniques and procedures. Another factor which must be considered with this type of recruitment is the threat of being dismissed, if the officer while in the performance of his official duties, "stepped on the toes" of some politically influential person. This in itself is a deterrant factor to effective law enforcement and has no place in the sound organizational structure of a modern and progressive police force.

In many cases selfish politicians seeking only to further their interest refuse to consider endorsing legislation which would place all peace officers under some sort of civil service or merit system.

It is hoped by this writer that public opinion will one day soon, be aroused to such an extent, that the legislators representing them will be compelled to bend to the will of the people and thus enact legislation necessary to effect sound recruitment practices for *all* law enforcement officers.

The majority of sheriff's departments have not made much of an effort to keep pace with their municipal and state counterparts who have made great strides towards professionalization.

(As Bruce Smith so wisely states in his book Rural Crime Control pp-vi-vii) "It is not too much to say that the suppression of rural crime has become a task of the first magnitude which now challenges the attention of the rural sociologist, the justice official and the student of public administration. The fundamentals of rural crime are changing almost from day to day. A large and important part of our open countryside is undergoing a revolution in certain social, economic and political aspects. Extensive areas, without becoming cities in themselves, have acquired many of the characteristics of urban development. This process orginated in improved transportation, the decline of agriculture, the rise of new industries in small towns and hamlets, and the flux of an heterogeneous population which has been drawn from the cities to the land and to its mills, its forests, and its mines. The commission of certain types of criminal acts appears to have been stimulated by such unsettling changes."

There are many more functions which are of significance in a modern police agency, such as, planning, budgeting, statistics, research, public and press relations, business management etc., however, these are too numerous to mention in detail at this time.

I have endeavored in this article to stress the need for those deficient sheriff's departments to place greater emphasis on increasing their effectiveness and efficiency and thus provide more adequate police protection for the people. This will do much to promote favorable public relations. When a police department has the wholehearted support of the people, their objectives will be received with enthusiastic approval. ★★★

Some Characteristics of the Delinquent

By Dr. Harry A. Snyder

ABOUT THE AUTHOR: *The author has had a wide and varied experience in the field of Juvenile Delinquency. He has been employed by the Pennsylvania Bureau of Correction since September, 1958, as an educational program specialist, qualifies as a teacher, counselor, high school principal, and lecturer at the University of Pittsburgh; is the director of Adult Extension and Veterans Education in the Pittsburgh public schools. He also produced the Adult School of the Air for TV Station WQED in Pittsburgh.*

The findings of Dr. Snyder, as stated in the following article, will certainly be of interest to all who work with Juveniles.

What are the symptoms of the juvenile delinquent? Do the old psychological and sociological theories hold—that the basic factors are environmental inadequacies, broken homes, defective parents, and poverty? What has been the effect of television, working mothers, powerful propagandizing of the liquor, tobacco, and movie industries, upon the development of youthful attitudes and ideals?

Believing that some light, perhaps a glimmer of understanding, might be forth-coming from those who have been sentenced for a gamut of serious offenses to a State Correctional Institution by both the Criminal and Juvenile Courts, their version, without censorship, has been incorporated on some of the causative and preventative factors which emerge from the realm of their own experiences. Included were descriptions of their home, family, and community, school and work, attitudes and general information. A sampling comprised of four hundred and eighty six boys, or about one third of the population of the institution located at Camp Hill, Pennsylvania responded to a comprehensive questionnaire.

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Most of these youngsters claim to have a conception as to what is right and what is wrong. Some of them, fifty-three per cent, state they committed acts of delinquency for excitement and for something to do. Sixty-one per cent of the offenses were group planned and seventy per cent were group executed. Seventy-eight per cent have frequented bars and saloons, while sixty-one per cent were customarily served beer or liquor. Eighty per cent feel that idleness was the principle reason which caused them to get into trouble. Preferred loafing places were, the street corner, poolroom, and drug store.

On the basis of frequency, in order to establish the authenticity of their experiences, nineteen per cent of these delinquents have been in conflict with the law once, nineteen per cent twice, eighteen per cent three times, nine per cent four times, and thirty-five per cent five times. Forty-three per cent have been sentenced once, twenty-eight per cent twice, nineteen per cent three times and ten per cent four times or more. The greatest obstacles of the repeaters against going straight after release according to their statements, are the lack of a permanent job, unwillingness of an employer to employ anyone with a record, unacceptability by his neighbors and church, lack of education and training, with the resultant formation of bad companionships, and the frequenting of bars and poolrooms.

In analyzing the actions and mental complexities of this institutional type of population there are several characteristics common to most of them. First, no deep feeling of remorse has been established; second, their behavior pattern is conditioned by the possibilities of qualifying for parole; third, their association with others is not dissimilar in games, athletics, movies, school, etc., than would be expected of any other comparable age group; fourth, their reaction to authority and guidance is good; and fifth, their work habits are definitely superior. Under the close supervision of the institutional staff, the problems of living together in close proximity are not unlike those in a military situation or in a preparatory school.

It is difficult to ascertain, based upon this study, as to the exact critical age a boy is likely to get into trouble serious enough to be sentenced to an industrial school, commonly known as a reformatory. However, the normative ages appears to be 16, 17, 18, and 19 years. A rapid decline then takes place, and at twenty-one years the incidence is less than four per cent. By official records and by their own admission almost half of them have been sentenced to serve time more than once, although many had been in conflict with the law on other occasions, but had been released in the custody of their parents. Nearly fifty per cent have migrated to Pennsylvania from other states which in itself is proof indicative enough to state the lack of family adjustment is a problem concerned in this transition. Involved, of course are the sociological and economic aspects of assimulation particularly in the large centers of population where more than three-fifths of these youngsters originate. Ranked in order of criminal frequency, following the cities of over 100,000 population, are towns, suburbs, and rural districts. The farming area with a record averaging almost ten per

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cent is in slight favor over the suburbs, although even that comparatively low rate indicates a situation far from a complacent one.

While it is evident the rural and suburban areas are less prone to produce the delinquent, it is also true that overt acts committed by juveniles are more likely to enlist an understanding and cooperative relationship between the family and the authorities than in large towns and cities. Thus, no district on the basis of statistics can claim an immunity to the inroads of this vicious development.

Half of the families consist of less than four children, although twelve per cent have eight children and upward. Homes, for the majority appear adequate, with some seven out of ten living in six rooms or more. A significant factor however is work distribution with forty-six per cent of the mothers being employed in addition to the fathers. This but reflects the mood of the time, our standards of living, economic demands, women acceptability as workers, ease of transportation, household mechanization and the concept of sex equalization. The situation is not going to change and an increase in delinquency can be expected in those families who become economically sufficient through the employment of both parents. With both parents working, youth has been obliged to shift for themselves and to accept additional responsibilities. In the cases of the boys involved in this study better than eighty per cent assumed household obligations, while almost the same proportion held part time jobs for pay at one time or another. The old established bedtime hour appears to be an observance of the past, since more than thirty per cent indicate a curfew at eleven o'clock while forty-four per cent give twelve o'clock as their customary time.

All but four per cent of the families own a television set. The programs most liked were in order, Detective, Adventure, and Western, with Comedy and Romance following. Preferences in radio were Rock & Roll and Jazz. Symphonic music came in a poor three per cent. More than one-third feel that the ads on television are expressed in such a way as to make it seem desirable for one to drink beer and to smoke cigarettes. They did draw the line, by eighty per cent, opposing athletes advertising these commodities. In fact eighty per cent state that "boozing" was a primary cause of internal family difficulties.

One would be naive indeed to believe that TV geared to adult viewing is not being observed by the adolescent. It has been the claim of the networks that some programs in this category are designed for latetime showing. To their credit attempts have been made to design shows for the younger set, but the opportunities to view mahem, murder, drunkenness, and sex, all exuding excitement, are equally as receptive to the young as to their elders. In this category television has a fertile area for the exploitation of doubtful outcomes, including a total disregard of property, the cheapness of life, and a familiarity in the use of lethal weapons. Thirty-three per cent of the adolescent offenders reported that they viewed TV up to two hours an evening, twenty-five per cent three hours, fourteen per cent four hours, and twenty-six per cent five hours. The transfer of concepts thus acquired naturally fall into a phase of transition, experimentation and learning, which is psychologically normal, basic, and natural. Perhaps it is a credit to the resiliancy of the youth of today that the percentage of crime, delinquency and abnormality is not greater.

There was a time when the sociologists and psychologists propounded the belief that trends toward crime and delinquency were generated by the lack of family stability, broken homes, and the environmental influences in the community. In part that perhaps is true. However, in the case of these delinquents, half of the parents own their own homes, and nearly eighty per cent have telephone service and automobiles. A majority of the communities, in fact eight out of ten have public swimming pools and slightly less have playground areas for organized foot-

ball, baseball, or basketball teams, and surprisingly, thirty per cent reportedly belonged, for a period at least, to the Boy Scouts and thirty-seven per cent to the Y.M.C.A. For the rental class it appears that public housing where one fifth of this population resides has had little constructive impact. Over half the families attended church, but only twenty-four per cent of the boys went to church regularly, fifty per cent occasionally, while twenty per cent did not attend the church at all.

Their school life encounters a consistant percentage of retardation from the first grade through the tenth. In the ninth year it reaches seventeen per cent and then tapers off until, through eliminations, less than three per cent fail after reaching the eleventh and twelfth grades. Seventy-five per cent admitted truancy, but in responding to the question as to the value of an education there was almost universal agreement that they, as future parents, would expect their own children to attend school. Many of them, seventy per cent, feel that they would have been more satisfied with school if there had been shop work, and at an older age to have had the opportunity to attend vocational and high school shops, gymnasium, typewriting and so on in the evenings. Only five per cent liked all their teachers, but almost all of them admired some. There is a surprising group relationship between the frequency of scholastic retardation and the ages when first getting into trouble, namely, the 13, 14, 15, 16th years. Unquestionably, during the junior high school years, guidance and direction are most desired for the youth of today.

It was consistantly implied in the responses from the older adolescents that one prevailing factor in their minds existed which could have caused them to keep out of trouble, namely, a job. The ages at which they think jobs are most important were at 13, 14, 15, 16, and 17. They also feel that at the ages fourteen through seventeen that they could do the amount of work ordinarily completed by the average male worker. In fact eighty-five per cent claimed that they could have obtained work had they not been compelled against their wishes to remain in school. Almost the same per cent were in favor with on the job and apprentice training. Influences they felt might have helped them were, in the following order, good companions, church attendance, and kindness and discipline in the family. Other considerations were mentioned, such as, home ownership, food and clothing, parents working steady, and car ownership. Based upon newspapers and television they feel that there is a great deal of crime, that many adults break the law, that more escape than do not, that some law breakers are rich, and that politicians are dishonest. Practically all of them smoke cigarettes, the major reasons given are; just a habit, tastes good, other boys do, makes one seem older.

In finality, perhaps it must be restated that no absolute solution appears to be in the offing on the prevention of crime and delinquency as it concerns the youth of our nation. At the moment nevertheless there should be an acute awareness that no isolated factor or combination of them, as hitherto defined, have influenced the adverse behavior patterns of a considerable and growing segment of our population. In a similar compilation of data from several hundred boys attending high schools in Harrisburg Pennsylvania there were striking likenesses in the numerical responses on home ownership, mothers employed, TV sets, teacher-pupil relationships, evening schools, television and radio programs. The reactions were about the same on newspaper and television ads concerning beer and cigarettes. The educational and occupational levels of the fathers of these in the public schools were higher but not excessively so. A great many more attended church regularly, and went to bed earlier, forty-two per cent at eleven o'clock and eight at twelve while the delinquents were roaming the streets. On the other hand thirty per cent viewed television five hours an evening, leaving the impression, as with the other group, that there is a great deal of crime, lots of adults break the law, some law breakers are rich, and that most politicians are dishonest.

These data, when contrastingly analyzed with the delinquent group, are an affirmation of the fact that there is no family or neighborhood immunity from the epidemic of delinquency, unless it be in the examples, and controls established in the home. There are inferences, however, associating the whole matter with the social upheaval of the times, including integration, migration, lawlessness, unadaptable educational systems, dearth of moral standards, absence of religious guidance, and again, the lack of family cohesiveness. This reflection of pessimism can not obviate the fact that, by all comparisons the total youth of today have, not only the greatest potential of all time, but also the greatest challenge of any generation. ★★★

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Wake Up

By Jerry Elam

About the Author: *Det. Elam is presently assigned to the Homicide Squad, of the Cincinnati Police Division. He entered police service in December 1950 and served as a patrolman until June 1957. Before entering the police field, he was a member of the United States Navy from 1941 until 1946.*

Pressure groups are at work. Don't sit in your Ivory Tower and think they can't affect you. So-called Citizen's Police Review Boards are being fostered, throughout the United States, by the American Civil Liberties Union, The Americans for Democratic Action, The National Association for the Advancement of Colored People and a host of other organizations flying the same colors. These groups have been pressuring nationwide for the establishment of these boards which CAN affect YOU. An informed public is your greatest weapon against these forces. This was proven in Los Angeles, Detroit and Cincinnati.

On October 1, 1958, the Mayor of the City of Philadelphia, Pennsylvania, Honorable Richardson Dillworth, appointed a Police Review Board. This was the first of a series of attacks on police in the United States. This board is composed of five members and they are: Dr. Thorsten Sellin, Chairman, Head of the Department of Sociology, University of Pennsylvania; Clarence Pickett, Vice-Chairman, Executive Secretary Emeritus, American Friends Service Committee and holder of the Nobel Peace Prize; William T. Coleman, Jr., Esquire, Secretary, attorney; Rt. Rev. Monsignor Edward M. Reilly, Superintendent of Catholic Schools of the Archdiocese of Philadelphia; and William Ross, labor leader. With their titles and all, what qualifies these men to sit in judgment of a police officer on the propriety of a specific police action?

The duties of the Board were to "receive, hear and determine complaints by any person or organization of alleged misconduct to private citizens by personnel of the Philadelphia Police Department. The term 'misconduct' shall include, but not be limited to, mistreatment, abusive language, false arrest, unreasonable and unwarranted interference with private property or business, unreasonable or unwarranted use of force, unreasonable search and seizure, unreasonable or unwarranted interference with lawful associations and assemblies, and denial of civil rights or discrimination because of race, religion or national origin."

One of the most peculiar facets of the whole thing is that Mayor Dillworth appointed the Board AFTER city council had voted down the ordinance which would have established it.

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The Board started to hold hearings immediately. They worked as if there would be no tomorrows. In a short time they were holding hearings outside the scope for which they had been set up. They changed the rules to suit themselves by eliminating the rules of evidence, one of the safeguards of all citizens, thereby creating a "kangaroo court" of the first order. The Fraternal Order of Police, Philadelphia Lodge No. 5, after receiving numerous complaints from members about treatment received from the Board, instituted a suit and was granted a temporary injunction preventing the Board from conducting further hearings.

The FOP prepared a brief and in it cited four cases which show the scope and variations of the high-handed activity of this Board. Case number one: A police officer, off-duty, was present when an altercation took place in a restaurant. The officer took action and as a result of this action was ordered to appear before the Police Board of Inquiry and charged with (1) Conduct Unbecoming an Officer; (2) Neglect of Duty; (3) Disobedience to Orders. A complete and full hearing was held and since the officer did not have his revolver with him was found guilty of charge No. 3 and suspended for two days. Testimony was heard from ALL parties concerned. Subsequently warrants charging the officer with assault and battery and breach of the peace were signed and the officer was held to court. AGAIN the full testimony of ALL witnesses was heard and the judge dismissed the charges against the officer. In spite of this the Review Board called the officer before them for a hearing and found him guilty and recommended five days suspension. Case number two involved a charge of excessive use of force against a prisoner. The case was fully investigated by the Precinct Commander and was shown to be unjustified. Ignoring the reports of the Precinct Commander and his investigation, the Review Board took over the case. Case number three concerned two officers who made a routine arrest in a numbers lottery case. After investigation and observation they applied for and were granted a valid SEARCH AND SEIZURE WARRANT by a duly authorized Magistrate. Armed with this warrant they made the arrest and seized a quantity of evidence. The defendant was held by the court for operating an illegal lottery. In spite of the entirely legal procedure and in spite of the fact that no complaint was made by the defendant of the officer's actions either to the court or to the police department, the Board of Review stepped in and found that the officers had EXCEEDED THEIR AUTHORITY in making this arrest. Your guess is as good as mine as to how they arrived at that. Case number four: A pair of officers responded to a fight run and found a man beating his

wife and had knifed a friend who had attempted to intervene, then assaulted the officers. The man was held to court charged on eight counts, some of them felonies. SIX MONTHS after this the officers were hauled before the Review Board to answer charges of assault filed by this man and woman. In all of the cited cases the officers were found guilty by this Board. Such is how things stood in Philadelphia when the Board was in force.

In February 1960, the FOP withdrew its suit and the Board once more resumed its hearings. It is not known exactly why the suit was withdrawn, but Philadelphia Lodge No. 5 stated that with the changes the Board had been rendered "practically useless." Martin Barol, Executive Secretary of the Board, stated, "With the exception of a few minor points i.e. changing the name from Police Review Board to Police Advisory Board, nothing was done in any way to interfere or curtail activities of the Board."

All is not serene in Philadelphia. It seems as though some of the FORMER proponents have switched their allegiance and are now clamoring for abolishment of the Board. They want to take their complaints to Federal Courts. Maybe the ACLU, THE NAACP and THE ADA got their signals crossed.

Flush with success, the ACLU, ADA and NAACP launched attacks simultaneously against Los Angeles, California; Detroit, Michigan and Cincinnati, Ohio.

Spencer Coxe, an official of the ACLU, had stated after the first year of operation in Philadelphia that the "ACLU would have preferred to have had statutory authority for the appointment of the board and I should think ACLU groups in other cities would be well advised to work for this."

In Los Angeles, the ACLU, heeding the words of Coxe, attempted to push through an ordinance which was out of this world. Not only did it create a board with practically unlimited powers, but it put a BOUNTY on police baiting by offering a bonus to a person who successfully prosecuted a police officer for misconduct. The section of the ordinance read: "g. (1) In the event of a finding of misconduct by an employee of the Los Angeles Police Department, the Board may award the person injured by such misconduct compensation therefor not to exceed the sum of five hundred (500.00) dollars, provided, however, that no such sum shall be paid or disbursed unless such claimant shall execute and file with the City Controller, within thirty (30) days following the date of such award, a written covenant not to sue the City of Los Angeles Police Department, or any employees thereof, for or on account of any acts giving rise to said claim."

The California Democratic Council led by Governor Brown gave fuel to the fire being fanned by the ACLU in its fight to establish a review board in the City of Los Angeles. The CDC stated it "urges all cities and counties to set up police review boards, separate from law enforcement agencies, to hear citizen complaints of mistreatment by police and recommend disciplinary action."

The Los Angeles Fire and Protective League devoted an entire issue of its monthly bulletin to airing facts concerning the review board in that city. Contacts with prominent citizens was made and a full-scale program against the establishment of so-called Police Review Boards was undertaken. Led by Police Chief William H. Parker, the attack was devastating. When it came to a vote by the Council of the City of Los Angeles it was defeated unanimously. What could be better than that?

In Detroit when the word got around the ACLU was attempting to install a Police Review Board, the Detroit Police Officer's Association went to work. The ACLU came up with its usual flowery phrases to impress the citizens of Detroit. Such things as: "–give the public a fairer means of appraising allegation of wrongful police conduct–promote greate citizen-police cooperation–promote greater respect for law and law enforcement, –help reduce group and racial tension, –protection of constitutional rights, –secure a degree of assistance from citizens that makes police work less difficult and more effective–." Influential citizens, who were backing the policemen, stood up to be counted. Three Detroit Newspapers–the Times, the Free Press and the News–joined the fight against the ACLU and its ilk. The Board was decisively defeated in Detroit as it had been in Los Angeles.

In Cincinnati, Ohio the ACLU kicked off its campaign by issuing a pamphlet entitled, "The Case for a Public Review Board in Cincinnati." They started off the pamphlet by saying, "When police authority is abused, to whom can a citizen complain–the police? Do we ask the police department to 'impartially' investigate its own conduct? To ask the question is to answer it. An investigation of the police by the police is not an investigation. The citizenry must have an impartial body to whom it may turn when it has a grievance against the police."

We say what is wrong with the Safety Director–a civilian appointed by the City Manager: The City Manager–a civilian appointed by Council: The Council itself which has the authority to appoint a committee, composed of members of Council, to investigate citizen's complaints. If the aggrieved party is still not satisfied, he can go to the Prosecutor–an elected official: The Grand Jury–composed of fifteen lay people or to the Courts–Municipal, County, State and Federal. What more can we give to an aggrieved individual? What good would one more judging body do?

The ACLU went on to cite three cases which they felt justified the existence of the Police Review Board. (1) The Demolet Case: This was a safe-burglary involving two white suspects and several white police officers. Both suspects were shot, one fatally, AFTER they had fired at the officers. (2) The Brady Case: Three Negroes were operating a car at an excessive speed. When finally halted, they were told to get out. Two got out immediately but the third refused. A fight ensued. The officers were beaten unmercifully. One was unconscious and the second was barely conscious. They were being kicked

and stomped. The second officer drew his revolver and killed both assailants. The officers were white. (3) The Shor Case: This involved a prominent citizen, who was the owner of several theaters. His car was blocking traffic and he was asked to move and he refused. An argument followed and the man was arrested for assault and battery. The officer was white.

The Demolet Case was investigated by the Grand Jury and they decided the officers had acted properly in discharging their official official duties. The Brady Case was investigated by a Committee of Council and the officers were justified in their actions. The Shor Case was handled in court, where it should be, and properly adjudicated.

The aforementioned leaflets were distributed in mass quantities with the statement of HOW persons could help: *"You can help* by writing the members of City Council, particularly Councilmen Taft, DeCoursey and Gilligan, who, as members of the Public Welfare Committee, are now considering the establishment of a Public Review Board, or by contacting the ACLU, Fellowship House, West End Community Council, or the NAACP."

The ACLU contacted the Civil Rights Committee of the Cincinnati Bar Association seeking their support and a motion was placed on the floor of the Civil Rights Committee meeting to support the movement for the establishment of a Public Review Board. Later a letter was received by Colonel Stanley R. Schrotel from a high officer of the Cincinnati Bar Association which said, "I am pleased to advise you that at a special meeting of the Executive Committee of the Bar Association yesterday, held at my request, we voted unanimously to abolish the Bill of Rights Committee." How's THAT for action?

The ACLU submitted copies of the proposed ordinance to City Council. The form was suspiciously like the one in effect in Philadelphia. They went all out and brought Martin Barol, Executive Secretary of the Philadelphia Review Board, here to speak in behalf of the Board.

Colonel Schrotel is respected and admired by the citizens of the City of Cincinnati for the tremendous job he has done with the Police Division. He has made it one of the top departments in the country and when he appealed to the citizenry the response was tremendous. Prominent citizens, average citizens, radio, television and newspapers jumped to defend the Police Division. Queen City Lodge No. 69, Fraternal Order of Police; The Fraternal Order of Police Associates; The American Legion and the Hamilton County Police Association came out with scathing denouncements of the Police Review Boards. Many Civic Organizations joined the fight against the formation of the Board.

The five Republican members of Council, who formed the majority, stated they were opposed to the formation of a Public Police Review Board and it became a dead issue. One of the disgruntled members of the ACLU stated, "Our committee has lost Round One, but we shall stay in business."

You must be ever alert for these people. They never admit or concede defeat. They say they have been "delayed rather than defeated" in their fight to establish a Review Board. ★★★

LETTER TO THE EDITOR

Editor, POLICE
301-327 East Lawrence Avenue
Springfield, Illinois

June 12, 1961

Dear Sir:

I have read the comment in the May-June 1961 issue of Police on "The Criminal Law and the Narcotics Problem" by Donald J. Cantor, in the Journal of Criminal Law, Criminology and Police Science, January-February 1961.

Mr. Cantor makes an extended summary of our criminal narcotic laws. A specialist in the field might note some small omissions, and that some of the information is out-dated. Certainly one might disagree with Mr. Cantor's interpretation of the impact of some court decisions. The author has done the good and comprehensive job to be expected of one learned in the law.

However, when Mr. Cantor ventures to advise us on the problem of narcotic addiction in the United States he goes astray and, in my impression, into unfamiliar territory.

To lead us up to his recommendation that we open some sort of narcotic feeding stations for addicts he seeks to prove the present punitive program (which also includes the finest narcotic hospitals in the world) has failed. Those of us with access to the facts are convinced that there has been a great overall reduction of opiate addiction in this country. (There should be no confusion. These figures refer to opiate addiction only.) All of the available evidence indicates that countrywide opiate addiction has been reduced from an incidence of about 1 in 400 to about 1 in 4,000 and the daily intake per addict reduced almost in that proportion also. This has been accomplished since the enactment of the Harrison Law. Every indicium supports that claim. Numerous surveys, the contemporary files day to day and year to year since the beginning of Federal narcotic law enforcement, the amount of drugs legally imported before law enforcement began, the size and the number of seizures of narcotics from year to year, the price and dilution of illicit drugs on the market, the relative rate of military draft rejectees for addiction for World War I as compared to World War II, the admission figures of the United States narcotic hospitals, and many similar signs point invariably in one direction. Of coure there was a resurgence of addiction post-World War II, but it never approached original levels. Since the enactment of the Boggs Act the Bureau of Narcotics has closed more than 50 field offices for lack of "business." Of course this is small comfort to the few special communities where there is still concentrated our addiction evil. But the fact certainly suggests that we go slow in modifying something which has held the line so well. Let those who say there are serious omissions in the Federal Bureau of Narcotics addiction count produce some evidence. No police statistics of this type can be absolute but it has amazed some people making independent checks to find how inclusive the Bureau files are of addict names which they had obtained independently.

Mr. Cantor proceeds to argue, apparently seriously, that punitive measures do not deter. Not only does he impeach much of the basis for our criminal code, but does this in an atmosphere where we are spending around 40 billion for defense on the theory that threat of retaliation may be deterrent.

Unreal, in my opinion, is Mr. Cantor's reasoning that because Red China helps supply our addiction with drugs we should accommodatingly proceed to poison our own people.

We should never overlook the simple fact that "legally" supplying drugs to addicts is nothing but a euphemism for substituting a State intrumentality for the dope peddler. The situation has been completely confused by the constant repetition that some such operation actually works in Britain. This myth persists despite the fact that British officialdom has characterized it as an "invention of certain Americans."

Instead of abandoning hard-won gains, we need to supplement our already extensive efforts by some additional concentration on taking the addict off the street to give him the medicine and constructive social work to rehabilitate him.

I would modestly suggest that those readers who seek further light on this subject might read "The Narcotic Officer's Notebook" by Harney and Cross (Charles C Thomas publisher, July 1961) for the presentation of an opposite point of view by experts in this field.

Sincerely yours,

M. L. HARNEY: Formerly Superintendent, Illinois Division of Narcotic Control; formerly Assistant to U. S. Commissioner of Narcotics; Assistant to Secretary, U. S. Treasury, for Law Enforcement, Retired

A Case for the Promotion of Policewomen In the City of New York

By Felicia Shpritzer

ABOUT THE AUTHOR: *The author is a policewoman assigned to the Youth Division of the Police Department of the City of New York. She is a graduate of Hunter College, holds the M.A. degree from the University of Michigan, and has recently received the degree of Master of Public Administration from the Baruch School of the City College of New York. Before becoming a policewoman she taught English and Speech in the public high schools. General police work preceded her present assignment where many of the experiences served as source material for her thesis, "Major Administrative Problems of the Police Department in the Shelter and Detention of Minors."*

The following is a presentation of the author. There should be no presumption (real or implied) that it purports to speak for the Police Department of the City of New York.

Recently the Department of Personnel of the City of New York displayed posters designed to attract candidates to the examination for patrolman and policewoman. Included in the inducements for a police career was "promotional opportunities." Nowhere did "for men only" appear. Under Civil Service the Police Department offers opportunities through examination for promotion up to the rank of captain. No policewoman, however, has been permitted to participate in this phase of the merit system.

Information concerning the status of women officers in other cities indicates that promotion systems apparently depend upon the manner in which policewomen were introduced into their respective departments. Cleveland and Washington, for example, have provided legislatively for their Women's Bureaus and for female commanding officers equal in rank to the men. New York, on the other hand, has added women to its police rolls at irregular intervals, with different titles and requirements, distributing them through the Department in ways varying with each reorganization.

Address: Miss Felicia Shpritzer, Policewoman, Youth Division, New York Police Dept., N.Y., N.Y.

THE POLICEWOMEN IN NEW YORK CITY

The first full-time police matron was appointed in 1888. Despite opposition and doubts, others were subsequently added, most of them assigned to station houses where female prisoners were detained.

In 1918 when Ellen A. O'Grady was named Fifth Deputy Police Commissioner, ten temporary "Policewomen" were appointed to her staff as a World War I emergency measure. Ten more were added the following year. Their services in welfare work with women and children proved so successful that, by act of the State Legislature in 1920, they were incorporated into the Police Department as Patrolwomen—without the same pension benefits as the matrons who were renamed Policewomen, equal in rank to Patrolmen.

Examinations were subsequently held for each title which differed in prerequisite age, education, and physical requirements. The women were eventually assigned interchangeably which situation was resolved in 1937 with legislative consolidation of the ninety-five Policewomen and forty-eight Patrolwomen under the single title, Policewoman. Since 1938 each examination has gained for the Police Department groups of alert, intelligent women, many with college and university degrees. Their backgrounds and experience are as varied as a population-wide list of occupations, making them adaptable to ever-increasing areas of activity.

There are at present few commands to which none of the Department's budgetary quota of 275 women officers are assigned. More than a third of the total comprises the Bureau of Policewomen whose director, the only female commanding officer in the Department, is appointed from the ranks. The Youth Division has fifty-two women distributed among its headquarters and twelve Youth Investigation Bureau units. The fifty-nine in the Detective Division, forty-nine women detectives and ten policewomen, are assigned to the Pickpocket and Confidence Squad; Bureau of Special Services; Narcotics Bureau; Missing Persons Bureau; Police Laboratory; Special Frauds Squad; District Attorneys' Squads; Office of the First Deputy Commissioner, and the Commissioner in Charge of Legal Matters. The remaining policewomen are in the Police Academy and other special details.

According to the City Administrative Code, patrolmen and policewomen have equal status. In practice, this equality does not apply in promotion to sergeant. Advocates of progressive personnel management agree that promotion is of vital importance, not only to maintain morale, but also to attract superior recruits and provide for constantly improving service.

Unlike Los Angeles, Detroit, Washington, and London, New York has no competitive examinations enabling women to be promoted. Although the women detectives are designated First, Second, and Third Grade with commensurate pay the same as the male detectives, no formal machinery exists whereby the merit of each can be evaluated. There is no provision for rewarding a policewoman performing exceptional work in any

other command. The sixty-two policewomen in the Youth Division, especially selected for their education and training, who do invaluable work with pre-delinquents and adolescent girls, are eliminated for consideration as detectives by the very nature of their duties. These policewomen can anticipate no monetary reward nor change in status for the seventeen years between becoming policewoman first grade and retirement.

Efforts have been made to correct this situation. Encouraged by conspicuous strides in the policewoman movement, with various cities throughout the world providing promotional opportunities, New York's policewomen tried, unsuccessfully, to alter their status. When the armed forces recruited women and provided for ranking officers similar to the men the Policewomen's Endowment Association again attempted to gain comparable recognition by suggesting enabling legislation. Opposition to the women's use of the titles, Sergeant and Lieutenant, and to women superiors elsewhere than the Bureau of Policewomen, was expressed by leaders of the "line" organizations. So few positions would thus result that the matter of promotion was deferred in favor of action for increasing the number of policewomen.

New legislation was suggested eight years later after appointments from two eligible lists had raised the number of policewomen to 210 (the quota was 240). The matter of titles was no longer at issue; but that of assignments of women superiors to commands other than the Women's Bureau still caused disagreement. Meanwhile, an examination for promotion to sergeant was scheduled. Several women who applied were rejected "because of sex." *The New York Herald Tribune* of July 26, 1952 editorially commented on this condition while lauding the appointment of the present Director of the Bureau of Policewomen.

Until 1953 the Director was designated in the budget as first grade detective with a lieutenant's salary; the position has since been given two rank-equivalent pay increases, but the number of first grade women detectives has been reduced by one.

No well-organized administration should permit so great a gap in delegation of authority and in salary as now exists in the Bureau of Policewomen. With no chain of command, the Director, theoretically, is the active head even while on vacation or sick leave. She designates a policewoman-in-charge during her absence, who assumes authority without any monetary differential between the policewoman's and director's salaries. This practice is inconsistent with tradition whereby a senior officer takes command in the absence of a superior. Establishment of promotional ranks would alleviate the possible friction, hostility, and envy such a situation may cause. When former Police Commissioner Francis W. H. Adams, in his *Annual Report* of 1954, discussed the status of policewomen he referred to the "archaic double standard" that prevails. He noted that the Director's permanent rank was still policewoman, although she was then receiving captain's pay. He had hoped to institute competitive ranks comparable with patrolmen.

POLICEWOMEN ELSEWHERE

Research concerning policewomen in other cities was conducted in 1957 and 1958 in an effort to evolve a desirable promotion system. Inquiries were made as to the number of policewomen; their ratio to the total force; their assignments; educational prerequisites; number of women superior officers; how promoted and where assigned. Interesting information emerged from London, England, and all but one of fourteen American cities so questioned.

Denver had two policewomen while London numbered 523. Chicago has both matrons and policewomen as did New York prior to 1937. Whereas New York's women comprise approximately 1% of the police force, those in Detroit, Cleveland, and Los Angeles exceed 2% of theirs. Washington and Cleveland provide competitive examinations for both men and women up to the rank of captain. Detroit's six sergeants and five lieutenants are competitive

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ranks; its Chief is appointed. Similarly, Los Angeles' "City Mother" (lieutenant) is appointed while the eleven sergeants result from examination. Whereas Portland, Oregon, has two sergeants and a captain in charge of fourteen policewomen, Philadelphia and Chicago each has two sergeants and one lieutenant in command of considerably larger numbers. (At the time of inquiry Chicago was considering competitive promotional examinations.) London's Metropolitan Police includes seventy-three women superior officers ranging from sergeants to the equivalent of a deputy chief inspector in New York.

Four cities assign women to commands other than the women's or juvenile bureau. London has women and superior officers in all divisions except the River Police. Although female superiors usually supervise policewomen, situations arise where a policeman is temporarily assigned to a woman's bureau, or where the woman is in command of mixed groups. Specifically, Detroit's Court Department, under the over-all command of a woman lieutenant, includes a squad of male detectives under a detective sergeant.

Educational prerequisites vary. Most of the cities did not specify the minimum standard but stated they were identical for men and women.

Policewomen have basically the same functions in all localities, although their organizational arrangements vary. Marked differences, however, are evident in promotional opportunities. Milwaukee, St. Louis, San Francisco and Cincinnati have none. Denver permits policewomen to take the sergeant's examination for salary advancement rather than for a command position. Other cities, notably Los Angeles, range from one rank rise by competitive examination to the many steps leading to Chief Superintendent in London.

WHERE COULD WOMEN SERGEANTS BE ASSIGNED?

With almost 60% of New York's policewomen dispersed among various commands where, other than the Women's Bureau, could a female ser-

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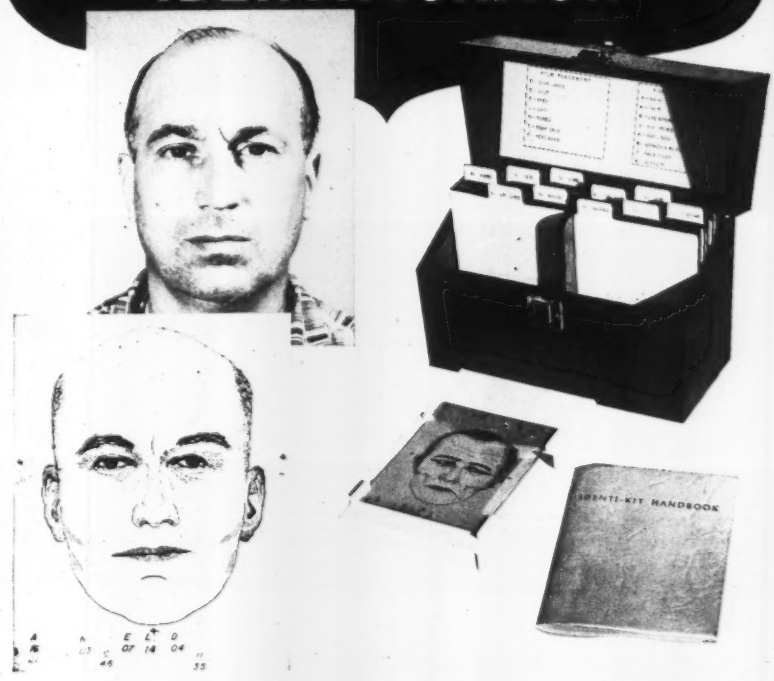

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geant be assigned? It would be an obvious mis-assignment of women sergeants as supervisors of uniformed men on patrol: the average patrolman's mental image when promotion for women is advanced.

Were women superiors appointed in the same ratio as the men, there would currently be at least fifteen sergeants. Six could be allocated to the Bureau of Policewomen. Inasmuch as the Police Department now tries to utilize the previous training and experience of its personnel by assigning lawyers to the Legal Bureau; chemists to the Laboratory; mechanics to the Building and Repair Bureau; teachers and psychologists to the Youth Division, it could, similarly, assign nine women sergeants for appropriate positions in various bureaus, particularly those operating with numerous policewomen.

Allowing women the same opportunity to advance as the men, a procedure almost universal in civil service, carries out the philosophy of good personnel administration. Promotion machinery, one of the principal vehicles for reaching the goal of career service development, can serve as a means of applying both knowledge and experience for the more efficient operation of the Police Department.

CONCLUSION

The increase in the number of women in the New York Police Department since the first matron was appointed is proof that their services are essential. That they can perform police functions beyond matron duty and the care of lost children has been shown by the ever-widening scope of their assignments in previously all-male commands. That they are courageous and efficient on a par with male officers has repeatedly been given public and departmental recognition. That they can be executives has been demonstrated in many police organizations, including New York's which has had two women deputy commissioners and four women directors of the Bureau of Policewomen since its inception in 1924.

New York is proud of its civil service and career opportunities. The Police Department, striving to professionalize police work and to elevate standards of administration, earnestly endeavors to recruit desirable candidates. It encourages growth and advancement by in-service training and promotion courses. It enables both male and female members to further their education through attendance at colleges and graduate schools. Consequently, it is only fitting that the legal status of its policewomen be clarified, allowing those capable and qualified to advance to superior ranks through promotion.

When an efficient, experienced policewoman can read the Department of Personnel poster asking, "What Are You Doing to Prepare for Promotion?" and answer, "Studying, of course," instead of "Who, me?"—she will have the necessary incentives to keep informed and improve herself for the Department's, as well as her own benefit.

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CONFERENCE OF CRIMINAL COURT JUDGES AND LEGISLATORS

Northwestern University announces a Conference of Criminal Court Judges and Legislators on the problems of criminal law administration to be held July 6-8 at University's School of Law on the Chicago campus.

Such participants as William H. Parker, Los Angeles chief of police, Jim Thompson, Cook County assistant state's attorney, Oliver Gasch, U. S. attorney for the District of Columbia, and Thomas Flannery, assistant U. S. attorney in Washington, D. C., will discuss crucial issues at the conference.

Fred E. Inbau and Claude R. Sowle, co-directors of the conference, said those issues were:

—Whether or not the police are being handcuffed by the courts and legislatures with respect to police investigative proceduses.

—The matter of court and legislative controls regarding prejudicial news coverage of criminal cases.

—The social and ethical obligations of prosecuting attorneys and defense counsel, and the role of the bar, the courts, and the legislatures regarding those obligations.

—The role of the forensic scientist in the administration of criminal justice.

Other scheduled participants in the conference are James MacKay, Toronto, Canada, chief of police, Frank Day, professor of police administration at Michigan State University and a former New York City police lieutenant, Samuel Dash, Philadelphia attorney, Patrick Hartt, Toronto attorney, Frank McGarr, Chicago attorney and a former assistant U. S. attorney in Chicago, and Jacob Scher, Northwestern professor of journalism.

Among the subjects to be discussed are detention and arrest, search and seizure and wiretapping, the interrogation of criminal suspects, and the "social and ethical obligations" of prosecuting and defense attorneys.

The conference is made possible through a Ford Foundation grant. Attendance is limited to judges, legislators, police instructors in police departments and at universities, and law professors. Press coverage is invited.

COMBAT SHOOTING

POLICE FIREARMS — AMMUNITION — SHOOTING TECHNIQUES

Edited by Paul B. Weston

Firearms Safety For Police Officers—A Discussion

By Paul B. Weston

Police officers must learn to live with firearms. Rules are established for safe handling of a revolver and safe participation in group shooting, and careful consideration must be given to the development of the responsibilities inherent in carrying a loaded revolver under police working conditions. Most law enforcement agencies have regulations requiring an officer to be armed and "ready for duty" at all times, and this means that gun safety is a 24-hour-a-day proposition that is going to be with a policeman just as long as he lives by the police book of rules!

Rules of conduct must be learned in order to guard against the trouble and tragedy that occurs when guns are negligently handled or stored.

However, listing a set of safety rules is a dry and unrewarding method of teaching firearms safety. For this reason, the following questions and answers may heighten the reader's interest and thus contribute a great deal to his learning of the basic facts of firearms safety in the police service.

Q. What causes accidents with firearms?

A. It's the "nut" with the gun, not the gun.

Q. Are "rules" of safety effective?

A. National Rifle Association and military rules are basic safety measures, but police officers also have problems of storage at home and on the job, and during the transportation and handling of prisoners.

Q. What's the "unload" factor in safety?

A. Opening the cylinder of a revolver, operating the ejector rod, checking the chambers, counting the rounds taken out of the weapon and looking at the cylinder again—to make certain it *is* empty.

Q. Does the trigger guard really guard?

A. Yes, if respected, and the officer does not place his finger in the guard unless he intends to shoot. Officers must be particularly careful of this point in loading the weapon, in cleaning it, or in any other handling of a revolver. They must also be careful not to shove a finger into the trigger guard upon drawing the weapon until the muzzle has cleared body areas—hip, knee, and toes.

Q. Can the hammer of a revolver be termed a safety factor?

A. Yes, in conjunction with the trigger it is reasonable to term a revolver's hammer a safety device. The hammer moves back and is fired in double action by trigger pressure, and it is cocked in single action and then fired by pressure on the trigger. Officers should not pull the hammer back (cocking the gun) without intent to use the gun; they should never place the revolver in a holster or in any position of rest or storage with the hammer cocked; and they must become adept at lowering the hammer safely upon a live round (for situations when the hammer is cocked, but the weapon is not fired).

Q. Why is it safe to lower the hammer of a revolver when the finger is not on the trigger?

A. This safety is based on the basic mechanics of the safety bar in both Colt and Smith and Wesson revolvers. The trigger must be all the way to the rear for the hammer to clear the safety bar and fall far enough forward for the firing pin to contact the primer of the cartridge and fire it.

Q. Can the revolver be drawn from the holster safely *and* rapidly?

A. Certainly. A deliberate, unhurried drawing of a revolver from a holster is safe—and rapid. Safety factors in such procedure are getting a firm grip on the weapon before drawing it, keeping the finger out of the trigger guard, and rotating the muzzle away from the body toward the target as soon as it clears the holster.

Q. Can a person be shot without pointing a revolver at them?

A. This is the killer. Persons are killed by guns pointed at them. Guns should not be pointed at anyone an officer does not intend to shoot (and we hope under circumstances warranting the lawful use of such deadly force), nor in a direction where an accidental discharge of a weapon could cause unintentional harm to person or property.

Q. What is meant by the "presence of another" as a hazard to a police officer?

A. Accidents have a habit of happening in the presence of another person. Cautions to observe to prevent such accidents are: (1) Don't clean your revolver in the presence of another individual; (2) Don't talk to anyone while handling the gun; (3) Don't let unauthorized persons handle your revolver; and (5) Don't forget that "horseplay" with guns usually involves the "presence of another"—and is forbidden by every rule of common sense.

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Q. Is your gun safe in and around a police building?

A. No! Police buildings present many safety problems. The primary concern of all officers is to keep their weapons out of the hands of prisoners, suspects, or other visitors to the police building. Secondly, since the weapon is handled a great deal, an officer is concerned with gun handling safety. Most police units require officers to store their weapons in desks or lockers for temporary periods while handling prisoners or suspects, and while most places selected for such storage are quite safe, it is not uncommon for an officer with his mind on important police business to walk out of the police building without his revolver—or with it, but an unloaded weapon (forgetting to load the weapon after such periods of temporary storage is not infrequent).

Q. What are the hazards of a policeman's home in relation to firearms safety?

A. Children are the greatest hazard, then despondent relatives, and finally—the angry wife. It is usually a curiosity factor that leads to most accidents involving children, but despondent relatives have been known to seek out an officer's revolver as a weapon of self-destruction. And sometimes a wife may use it on a policeman-husband—and with marked accuracy. I recall the case of the wife in Brooklyn who fired six shots through a bathroom door at her husband, and you could have covered the shots in his face and upper chest with a pie plate!

A padlock, or even handcuffs, can be used to lock a revolver in a safe position for home storage. The officer first executes "unload," then with the cylinder swung out he snaps the lock hasp or cuff around the top strap of the weapon. The cylinder cannot be closed when a revolver is so locked.

Q. Should an officer keep his revolver under his pillow?

A. No. This fear of "prowlers" or "intruders" has created another home hazard for policemen. A loaded gun should not be stored close to an officer's bed. He may handle it when he is not fully awake and in possession of all his faculties. Years ago there was a classic case spoken about in hushed voices around New York's pistol ranges. A cop shot off a toe because a "prowler," nebulous in the dim light of his bedroom, wouldn't take "his hands" off the bottom of the just-awakened officer's bed! The sleeping officer awoke and believed he saw an intruder standing at the foot of his bed, with both hands resting on his blankets. "Take your hands off my bed," the officer ordered, "I got you covered." Failure of the nebulous figure to comply soon resulted in an ultimatum, "Take your hands off my bed, or I'll shoot." Continued failure to obey soon resulted in the *whoooooom* of a pistol shot and the officer really woke up—to find he had shot off his left little toe!

Q. Is there a hazard in handling the revolver?

A. Of course, anytime a revolver is handled there's a hazard. That's why we have so many rules for firearms safety. However, a good basic or general rule would state that the revolver should not be drawn from the holster unless necessary.

Q. Should children of policemen be given instruction in the safe handling of a revolver?

A. This is a controversial question, and the correct answer blends in the capacity of the child—usually based on its age—and the judgment of its parents. No police official would attempt to tell a father what is best for his children, nor should any firearms instructor attempt it.

Q. Can the holster be termed a safety device?

A. Yes, unnecessary handling of a gun can lead to accidents. A policeman's weapon should remain in his holster unless he needs to use it, and when it is to be taken from the holster but not used immediately, it should either be returned promptly, or unloaded and the cylinder held in the open position by inserting two fingers through the open frame in situations such as reporting to a range, waiting to shoot in regular practice, etc.

Q. Can holsters become hazards to firearms safety?

A. A holster is a hazard when it does not retain a revolver under the normal demands put upon it by the service performed by a policeman. In other words, the safety strap or other retention feature, must retain the weapon in the holster and not force the officer to handle it unnecessarily because he is in constant fear of the revolver falling from the holster. Safe gun handling requires a retention device in holsters that permit the gun and holster to be handled as a single unit. However, a holster can also be hazardous if the weapon is not readily available when the officer attempts to draw it—a tight holster or a defective retention device could easily give a criminal a fatal split-second advantage in a gun fight.

Q. What are the problems of gun safety when an officer is on a "personal necessity" while armed?

A. The problem is a three-fold one: (1) safe handling, (2) keeping the gun under control to protect against loss, and (3) guarding against forgetting the weapon upon leaving the facilities used. An officer who draws his revolver from his holster and unloads it on such occasions is guilty of "unnecessary handling," and usually "in the presence of another" in public toilets. The best practice is to take off the holster and gun (and possibly belt) as a unit, and place it on the floor at the officer's feet—where it is under control and cannot be forgotten.

Q. What about "drinking" when armed?

A. Most policemen and most departments avoid this question, yet it is vital that it be brought out in the open. It is a problem. I suggest you read the department rules relating to carrying a revolver at all times and not becoming "unfit for duty," and face up to the reality of social situations in which normal social procedures make beverages of alcoholic content available to off-duty policemen. Remember, a small amount of whiskey impairs ability to make critical judgments. The intake of a few ounces of alcohol—two or three martinis—will result in a blood alcohol level of .1 per cent and this level is now *prima facie* evidence of intoxication in many states. No one expects

an off-duty policeman to become a "blue-nose," but an officer must accept his responsibilities. If an officer knows he'll be exposed to a situation in which he'll be "plied" with drinks—arm twisted—then it is my belief he should not wear a revolver. Far better to put it in a safe storage place at home or in a police building and to violate a rule, than to end up before a Grand Jury for a criminal homicide. Some day, police chiefs around the country will realize the need for facing this problem squarely and stating it bluntly in the rules and regulations. Some day there'll be enough ex-lushes in the ranks of police officialdom to realize that the younger group of officers may have a few beers now and then, and that the book of rules must someday face these facts.

Policemen as a group have a fine record for firearms safety through the years, but incident after incident does happen. I've worked with two policemen with a life-time of agonizing memories due to accidents with their service revolvers. Patrolman "A's" son shot himself with his dad's revolver and died within minutes. Detective "B's" son was shot to death by a playmate who dared him to get his father's off-duty gun. I know these officers never forgot these tragedies, and I'm sorry to report that their co-workers never let them forget!

RICCOCHETS

Regulation Off-Duty Holster

. Another "first" for New York's *Finest*. The Equipment Bureau of the New York Police Department has developed and placed on sale a new approved off-duty holster. This new holster is in answer to the need for a secure quick-draw type holster for off-duty revolvers (two-inch barrel guns). It is suitable for detectives and plainclothesmen authorized to carry such weapons on duty, or for all off-duty patrolmen while in civilian clothes.

The new holster is a right hip "rig" that combines safety, fast draw adaptability, and excellent concealment. Maximum safety is attained by a rugged snap-fastened leather loop retaining the weapon in the holster by pressure just behind the hammer spur. A downward pressure of the thumb releases the snap fastener and the revolver is ready for use. This positioning of the snap fastener and the downward release pressure guards against accidental release of the snap fastener by movement of clothing, and —more important—it cannot be easily released by an assailant attempting to snatch the officer's weapon from the holster.

Carbine With Potential Police Use

Another "first," this time by The Sturm, Ruger Company of Southport, Connecticut, the makers of the .44 Magnum BLACK HAWK, and other fine handguns for target and sport. Ruger guns have always been a little off-beat with unusual characteristics that put them several years ahead of other gun company designers. This time it is a carbine with a tremendous fire power. A great many policemen know of the .30 calibre M-1 carbine of the Army with its low velocity, light bullet cartridge. A

New training target for hip-shooting position and wax bullet practice developed at Sacramento State College by Paul B. Weston. It is a mirror target device ("The target with the 12-inch navel.") covered with plexiglass. The plexiglass records the hit (smear or wax), and protects the mirror from damage. It is a self-teaching device as the student shooter can observe just what he is doing wrong as he shoots.

natural pointing weapon, and one easily mastered by most tyro shooters, but a bee sting has more power. For years, police firearms instructors pointed to this weapon as a "natural" for police work, if it could handle a more powerful cartridge, but gun designers threw up their hands and said it couldn't be done. Now, Ruger has gone and done it. Their new carbine has the same natural pointing characteristics as the little Army carbine. It weighs a mere five and three-quarter pounds and has a five-cartridge capacity. The new gun is a self-loading gas-operated weapon that combines light weight, small size, and effective fire power. Presently it is chambered only for the .44 Magnum, but I recall Elmer Keith suggesting this diameter cartridge as a man-stopper for police when the Smith and Wesson people were developing the .357 Magnum cartridge.

It would certainly be a fine gun to handle barricaded persons effectively, and particularly when police must resolve problems attendant upon such criminals holding innocent persons as hostages. The knock-down characteristics of the .44 magnum might save the life of a hostage by only permitting one reflex action after impact—the attempt of the criminal to get up off the ground!

If sufficient police officers and officials wrote Ruger

concerning this gun, it is possible that this firm might chamber this new weapon in three-fifty-seven magnum calibre for police use. Such a combination would be a highway patrolman's dream—a revolver and a carbine chambered for the .357 magnum—and a combination that would also shoot .38 specials.

New Hip-Shooting Training Target

In what might be termed "the Weston development of the Walter Howe Training Target for Wax Bullet Shooting," but is now known as *the target with the 12-inch navel.* Walter Howe developed a plexiglass silhouette target for indoor practice and suggested that a firearms instructor might stand behind it and observe the faults of a shooter (POLICE March-April). Being a natural-born coward, ye editor inserted a 12-inch circular mirror in the center of a silhouette target and covered the whole thing with ¼-inch plexiglass (total cost: $6.00). Now, the shooter can see just what he is doing by looking in the mirror as he assumes the hip-shooting position, and he can observe just what happens as he shoots at the target with wax bullets. He can see where his wax bullets hit on the plexiglass (a smear), and he can observe just where the gun was pointed by the reflection in the mirror.

In a six-month trial at Sacramento State College it was found that students learned this position much more readily and fired better scores than previous groups not utilizing this device. It is a self-teaching device of merit and I'm justly proud of developing it, but must point to Walter Howe as developing the idea—that, and a 28-year love of being *behind* shooters on any range, even with wax bullets!

.256 Magnum of Colt's

Available about the time you are reading this copy is the new .256 Magnum revolvers of Colt's Patent Firearms Mfg. Company of Hartford, Connecticut. This is another "first," and this time President Fred A. Roff, Jr., of Colt's gets the credit. This new cartridge develops 2200 feet per second velocity and 650 pounds of energy at the muzzle. The bullet is a 60 gr. "silver tip." This new magnum load will undoubtedly see a lot of service as a varmint handgun cartridge—it's mid-range trajectory at 150 yards is a bare three inches.

Colt's Public Relations Director, Robert Matt, an ex-Indiana state policeman and executive officer of Colt's—Indiana University Combat Pistol Match for Police, believes it has a high potential as a police sniping weapon in situations involving barricaded persons. Bob cites the fact that telescopes on handguns are becoming more practical every day, that the new combat shooting positions are positions of rest and support, and that the flat trajectory compensates for any errors in estimating range in such combat situations. Normally, the circumstances attending police handling of barricaded persons—particularly those involving a hostage—require the ultimate in accuracy and availability. Since two police revolvers will be chambered for this new cartridge (the 6-inch Python and the 6-inch Three-Fifty-Seven) by the Colt firm, it is possible to make standard radio car equipment of such guns because of their small size. This would solve the availability problem—and the most accurate gun in the world is of little use if it is back in a locker at police headquarters. Bob is correct that prone, sitting, and other combat positions give rifle-like steadiness. ★★★

JAMAICA WI SHOWS CRIME RATE DECREASE

In many of the Constabulary's remote mountain and rural areas, police posts play host to groups of 10 to 20 youngsters once or twice weekly and the police "supervise game playing and give short lectures on good citizenship."

Police Commissioner Browning checks appearance of Jamaica West Indies Constabulary before police join a ceremonial parade in Kingston.

But, as with police forces everywhere, Jamaica's Constabulary has its shart of headaches. Not the least of these, according to Crosswell, is highway safety.

The island's roads, though generally in good repair, are mostly two lane and are being taxed by the growing number of automobiles being operated here. Last year alone, auto registrations increased to a new high. This increase would have been a problem in itself. It is complicated by the fact that the growing number of autos must share the roads with a large volume of pedestrian traffic on the shoulders, several thousand bicycles, horses and horse drawn vehicles.

The Traffic Division of the Constabulary is adopting a number of proven techniques to meet the situation. One way streets are making their appearance in Kingston and other commercial centers. Traffic lights, un-needed here prior to the recent influx of autos, were installed at some key intersections 18 months ago and local drivers are gradually learning to accept them.

Driving tests are being more strictly administered than in the past and licenses are being revoked for "dangerous driving" and drunken driving with far less compassion than used to be shown to errant operators.

Although its excellent record to date has been compiled with police strength of only one policeman to every 755 residents, Messrs. Browning and Crosswell see the need for an enlarged, better paid and better equipped force in the near future to keep pace with the island's population and economic growth.

SPECIAL AGENTS SECTION

Edited by John Richelieu Davis

Fingerprinting

By John R. Davis

Recently a Chief of a Regional Office of Industrial Security remarked that his two chief "headaches" were incomplete Personnel Security Questionnaires and Rejected Fingerprint Cards.

Fingerprinting to Police and Security Fields is associated in about the same comparison as butter is to bread. Yet, it is downright amazing to observe the amount of illegible prints that are submitted by security and police officers. Even graduates of the Police Administration Colleges are untrained in this relative simple technique.

Those industrial plants that are not involved in performing classified military contracts, often question the value and the necessity for taking fingerprints of employees and applicants.

During World War II a great majority of the nation's plants were performing national defense work. Through the insistence of the military contractors, these essential employees were fingerprinted. This was done to determine the loyalty and background of employees responsible for classified information in the performance of their work.

During the Korean conflict, and afterwards, some limited amount of fingerprinting was resumed. This was confined, however, only to these employees of industry who were performing classified military production.

The most outstanding objection to industrial protection forces taking fingerprints is "What shall we do with them after we take them?" At first glance, this question appears to answer itself. If the primary purpose of taking fingerprints is to uncover a criminal record, and if the company cannot use them for this purpose, then the whole process might possibly appear to be a waste of time.

A few companies obtain limited cooperation from local authorities in classification and file searching. Generally, the scope of these activities is limited. Only a few known suspicious subjects may be submitted, and even then the searching is confined to that particular locality. They cannot be further processed by the Federal Bureau except for specific reasons.

Companies located in small towns do not derive much benefit from local file searches, since their files are not likely to be of any great size.

Many plants, however, take fingerprints of all applicants in the hope that such an established procedure will deter the applicant who does possess a record. They assume the applicant is not aware that the completed cards remain dormant in the company files. (The value of this assumption is doubtful.) On many occasions, the writer has fingerprinted applicants who calmly claimed that they had never been fingerprinted, only to discover later through a check with municipal authorities that they had an extensive police record.

There is no doubt that the comments above tend to discourage taking fingerprints but, somehow, the author likes to believe that a good plant protection chief is a resourceful individual and will circumvent these obstacles.

On the other side of the ledger, there is an inducement of such worth that to ignore fingerprinting is not unlike the act of cutting off the arm of the best man on the force.

If the plant is fortunate enough to be able to have the applicant's prints processed through the local files, there is no doubt that the percentage of previous criminal records will be similar to the following percentages obtained by a Southern plant of some 2,000 employees.

Of more than 1,400 cards processed, previous records were revealed for:

7—Drug Addicts
3—Sex Perversion
62—Criminal records ranging from petty larceny to armed robbery
1—Arson
2—Criminally Insane

Sixty-two criminals on the premises could easily lead to the formation of a thievery ring that could seriously damage inventories.

Another advantage of fingerprinting is that if a crime or some disastrous act is committed on the premises, a fingerprint card on file of each employee will greatly assist the apprehension of the culprit. This is especially true if the suspect has disappeared from the immediate vicinity.

There are numerous other occasions where through fingerprinting, suspicious happenings, such as breaking and entering a locked room or attempted sabotage, may be cleared

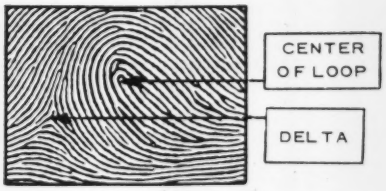
Address: John R. Davis, 161 East Grand Street, Chicago 11, Illinois.

INSTRUCTIONS

To obtain classifiable fingerprints:

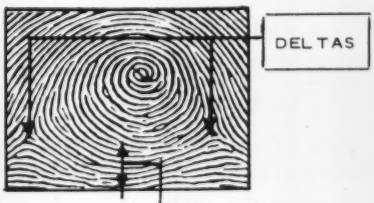
1. Subject's hands should be clean and dry.
2. Coat the slab with a thin even coat of ink, with roller provided.
3. Subject should stand behind the operator and a little to his right.
4. Subject should be told to relax and refrain from helping to roll finger.
5. Grasp firmly the subject's finger with your right middle finger and thumb, and guide with your left index finger. (Do not allow fingers to slip.)
6. Roll the fingers on right hand from left to right, and the fingers on the left hand from right to left, or the reverse of the right hand. (Obtain the complete pattern of the surface of the first joint of finger from one side of finger nail to other.
7. Be sure impressions are recorded in correct order.
8. If an amputation or deformity makes it impossible to print a finger, make a notation to that effect in the individual finger block.
9. If some physical condition makes it impossible to obtain perfect impressions, submit the best that can be obtained with a memo on back of the card explaining the circumstances.
10. Examine the completed prints to see if they can be classified, bearing in mind the following:
Most fingerprints fall into the patterns shown (other patterns occur infrequently and are nit shown here):
    (a) A delta is the point at which the lines forming the loop or whorl pattern spread and begin going in different directions. All loop prints have one delta. Whorl Prints have two.
    (b) Loop prints cannot be classified unless the center of the loop and the delta and the lines between them are clear.
    (c) Whorl prints cannot be classified unless the two deltas and the lines connecting the deltas are clear.
    (d) Arch fingerprints can be classified if a sufficiently clear impression is obtained to permit identification of the pattern as being an arch.
11. This illustration clearly demonstrates that if the finger is not rolled far enough it makes the pattern appear as a loop, but when rolled out completely will give this pattern the value of a whorl.
12. If, upon examination, it appears that any of the impressions cannot be classified new prints should be made.

1. LOOP



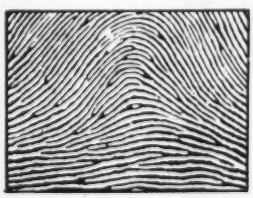
THE LINES BETWEEN CENTER OF LOOP AND DELTA MUST SHOW

2. WHORL

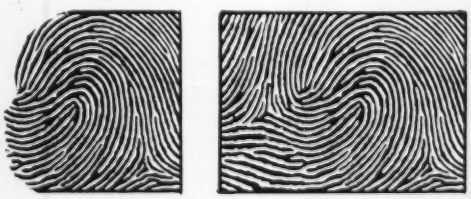


THESE LINES RUNNING BETWEEN DELTAS MUST BE CLEAR

3. ARCH



ARCHES HAVE NO DELTAS



EXAMPLE OF INCOMPLETE ROLL

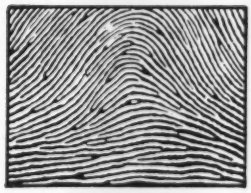
MOST COMMON ERROR OF OPERATOR IS NOT ROLLING THE FINGER ENOUGH

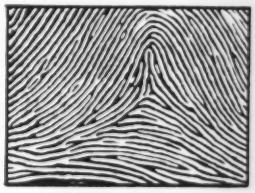
up. Latent prints may be taken from objects handled by the offender and fingerprint cards would prove of value in identification.

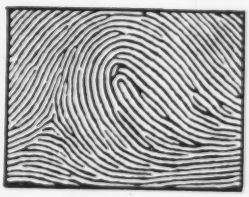
Probably an outstanding example of their value is in the positive identification of any subject working in the plant. Fingerprint records are the most accurate means of verifying employment.

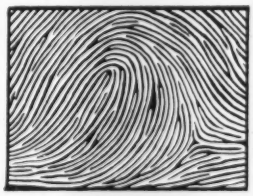
An employee fingerprint file would be invaluable in identification of employees injured or killed in a disaster, such as the exposition in a chemical plant not too long ago. A fingerprint file there would have greatly speeded up the process of identification of casualties.

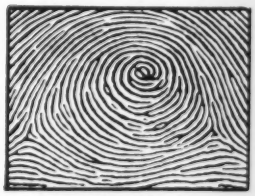
TYPES OF FINGERPRINT PATTERNS

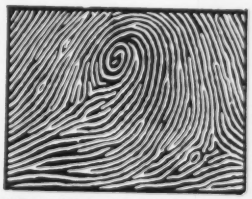

PLAIN ARCH


TENTED ARCH

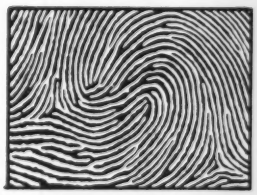

PLAIN LOOP


PLAIN LOOP


WHORL


CENTRAL POCKET LOOP

LATERAL POCKET LOOP


TWIN LOOP

ACCIDENTAL

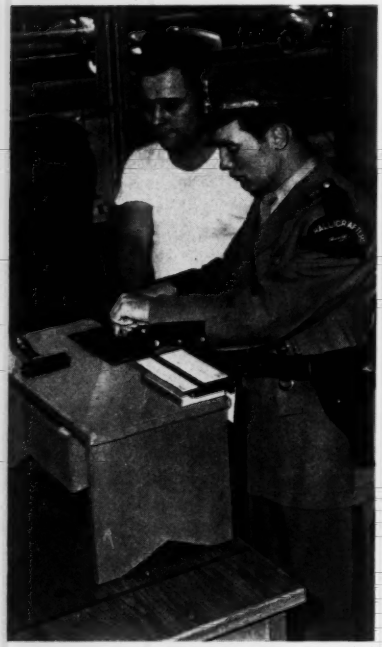
REASONS FOR REJECTED PRINTS

1. Too much ink used.
2. Insufficient ink used. (Causing ridge characteristics to be indistinct).
3. Ink unevenly distributed.
4. The entire first joint of each finger has not been completely inked and rolled.
5. Blurred and smudged as though fingers slipped while being rolled.
6. Moisture or some foreign substance on the fingers when prints are taken.
7. Hands have been reversed.
8. One hand taken twice.
9. Incorrect sequence of fingers.
10. Amputated, paralyzed bent or damaged fingers not noted in space provided.
11. Ridge characteristics are not distinct, possibly because of occupation or disease of the skin. Legible prints some times can be obtained by soaking hands in warm water and drying thoroughly before printing.

Taking fingerprints is such a relatively simple matter. It is not only inexpensive, but so little time is consumed in their taking that no plant can afford to be without them.

PRINCIPLES OF FINGERPRINTING

Positive identification of human beings by fingerprints operates on the basic truism that no two individuals have identical patterns in detail of their feet or hands. Before birth, while still in the embryo stage, nature saw fit to endow us with so called "friction ridges" which enable us to hold objects by friction between our digital members and the object to be held. If our fingers or feet were smooth, like the other surfaces of our body, it might be extremely difficult to accomplish this. These ridges run in many different directions and are of many different configurations. The patterns they make never change



A portable fingerprint stand may be constructed to be used on a desk or table to elevate the surface to recommended height of 43 inches from the floor.

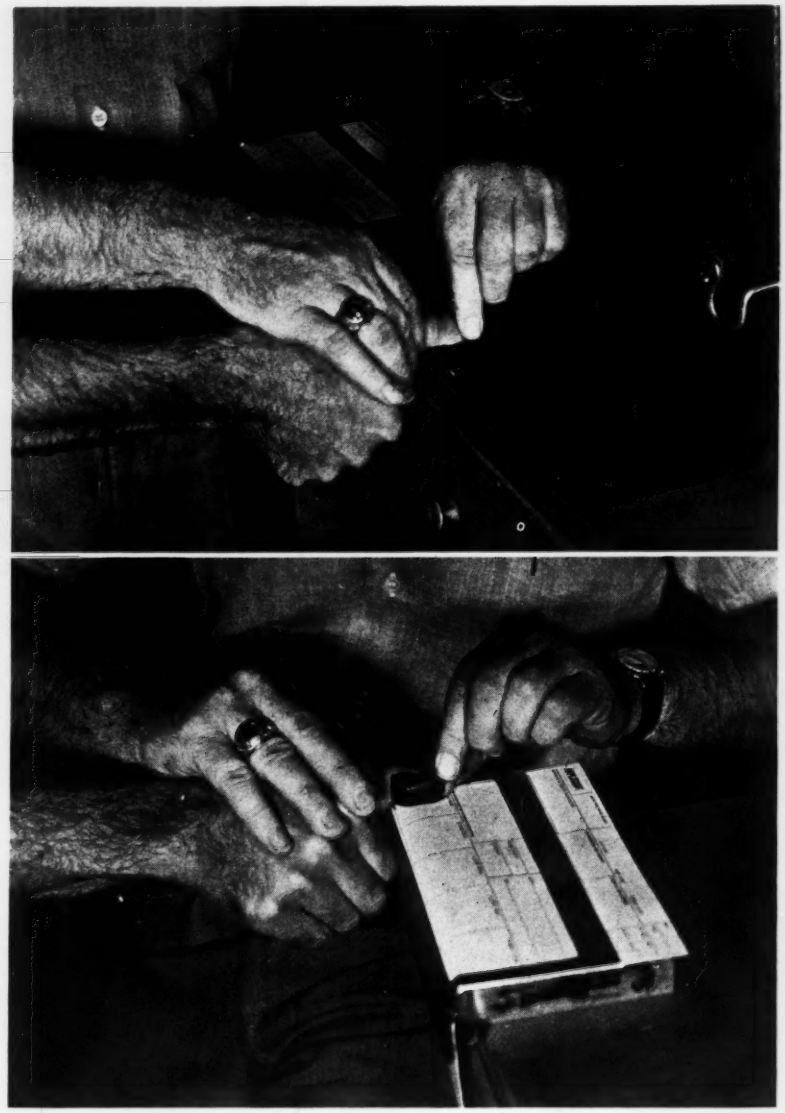
from before birth to after death, but then decomposition of the body may destroy them.

Certain occupations such as carpentry, masonry, cement working, etc. will impair the ridges, but termination of those jobs will cause the ridges to re-appear in their original form.

If one would view the patterns on his fingers, he would notice that no two fingers are alike in their characteristics. The friction ridges are all different, and these ridge patterns will never correspond with those of any other individual.

REPRODUCING THE FINGER PRINTS

Some identification methods are used to retain some sort of record that will preserve the characteristics of each individual, it is necessary to take a picture in a crude way, of the ridge formations. Actual photography of each individual's hands would not only be difficult, but might become quite expensive. It was soon learned by experimentation that ordinary printers' ink served as an excellent means of transferring the prints to paper for purposes of records and comparison. By dabbing a bit of ink on a slab of glass and smoothing the ink with a rubber roller, an even surface is laid down. The fingers are placed in such a manner that the ridges, upon contacting the thin layer of ink, can then be reproduced on paper to clearly indicate each ridge and its identifying characteristics.



Complete control is obtained by grasping the tip with the thumb and index fingers. The rolling motion is provided through the operator's right hand placed below the second knuckle. Note that the finger is inked from nail to nail and extended slightly below the fissure.

LATENT PRINTS

The term "latent prints" means, in essence, that the prints are hidden to such a degree that they may not be entirely visible to the casual eye. Such prints may be present on objects that have been handled by the bare fingers. On clean fingers, the secretions of the minute glands leave a slight film on the surface of the finger. When the finger comes in contact with a smooth object, such as glass, paper, etc., the secretion will

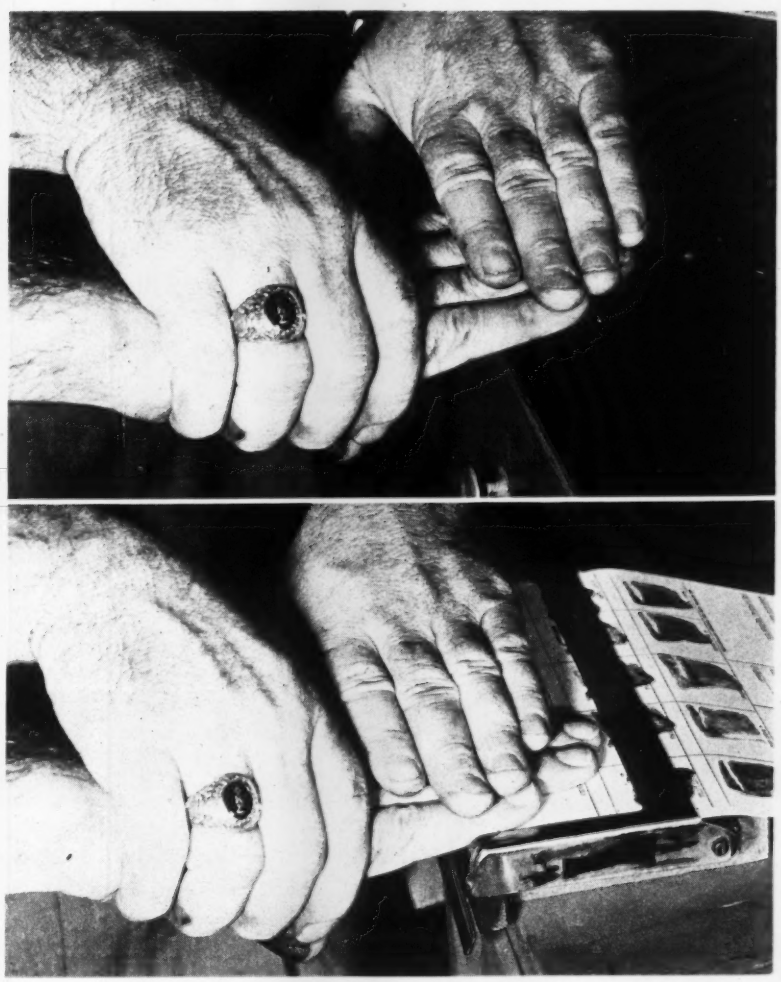
leave an imprint of the ridge formation on the object. A variation of this might occur when some foreign substance such as blood, ink or grease will also act as a carrier of the ridge forms to the object. To aid investigators in lifting these tell tale marks, powders of various shades and textures are lightly dusted on the surface. The print then becomes visible to the eye. Such prints can then be photographed or removed by a good grade of cellulose tape. This method allows the investigator to not only record the print, but to remove it from the scene and be taken back to the laboratory for comparison and eventually demonstration to a jury, if the case warrants.

REQUIREMENTS FOR CLASSIFICATION

As plant protection officers, we are concerned with taking fingerprints that are legible to such a degree that they can be readily processed by technicians in the Identification Bureau to which they are submitted. If the prints are improperly taken, the work and time of the technician are multiplied; in many cases they will be rejected.

Classifying a print means that the print has been assigned the coding symbols necessary to place it in proper order for identification with the corresponding print on file, or to establish its proper location if it is to be filed as the individual's first card.

The technician, upon receiving the card, ascertains the pattern of each of the fingers. They are usually divided by nomenclature such as arches, loops, whorls, etc. After establishing the patterns, counts of the ridges are made in most instances, as a means of carrying out the classification, since there may be similar patterns in the file. The process of counting the ridges commences at the DELTAS (a triangular appearance of the convergent ridges) and concludes at the core, (center of the ridge pattern of the finger). It is for this reason that it is of primary importance to include the deltas that are present in about ninety percent of fingerprints. If the deltas are clear and distinct, the odds are that the remainder of the print is satisfactory.



Plain impressions are obtained by the subject extending his fingers, close together and rigid. Operator applying slight pressure to the back of the fingers.

To take a good set of fingerprints, the operator must first know what the individual responsible for classification seeks in setting up the classification symbols. With this knowledge, he is less likely to make the common errors so prevalent in submitted fingerprints.

The fingerprint technician divides the prints into three patterns: arches, loops and whorls. The arches are then subdivided into plain arch or tented arch; the loops into ulnar loop or radial loop (derived from whether or not the loop is slanted to the ulnar or the radial bone of the wrist) ; the whorls are plane whorl, double loop, central pocket loop or accidental.

EQUIPMENT FOR TAKING FINGERPRINTS

The Inking Plate

A clear piece of plate glass a quarter of an inch thick, nine inches long and four inches wide makes an excellent plate for the ink. Its small size makes for ease in handling. The procedure is as follows: The fingers of one hand, beginning with the right hand thumb, are inked along one side of the glass. The glass is then reversed with the same side up and the left hand again beginning with the thumb, is rolled. This procedure, by utilizing both edges of the plate, keeps the area used to small dimensions.

The glass should not be bolted to the table top but instead should be

held in position without too much movement by a few thin strips of sponge rubber attached to the underside. It is suggested that the underside be given a coat of white paint which will help the novice operator to determine the amount of ink on the place by turning the glass to a light. If the ink is too thick the prints will be smudged, which is not conducive to classification. If the ink is too thin, the ridges will be faint. Be sure that the edges of the glass are beveled and the surface free from defects and scratches.

The Card Holder

The most satisfactory types of holder for keeping the fingerprint card motionless while taking prints are those manufactured by the Faurot, Searchie or the Ace Companies. They consist of a small wooden base with a hinged, stainless steel clamp that presses down on the card, locking them in place. Such holders are equipped with a screw clamp that permits them to be fastened to a corner of a desk or the flat surface of a fingerprint stand.

The Roller

A roller may be purchased from any of the companies mentioned in the preceding paragraph. It is usually made of a resilient rubber composition similar to those used in rolling galley proofs. A roller is 2 inches in diameter, approximately 4 inches long, and is equipped with supporting posts that will prevent the roller itself from resting on the surface, which would cause the rubber to flatten in time. It also serves to prevent the ink from getting on the table. Keeping the table and the apparatus clean is a must, as the cards must be kept clean of all ink except that which shows the ridges themselves. The roller, like the glass, should be cleaned after each use. Ink allowed to accumulate will harden and result in poor workmanship.

The Ink

Only black printers' ink should be used. Ordinary inks, stamp pads, etc. are not satisfactory. Printers' ink can be rolled out in any desired thickness and is free from lumps and defects that might interfere with the clarity of the prints. Such ink will dry in a few hours, but not too quickly, which is a fault of common ink. The ink may be procured in tubes that are convenient for storage and handling. In applying the ink to the glass, the operator will soon get the knack of applying just the right number of "dabs" by trial and error. After placing the correct amount of ink on the glass, it may be spread to the right consistency by rolling first from end to end and then from side to side of the glass. The layer should be smooth, consistent in thickness and free from any foreign substances. "Too thick" is to be avoided as much as "too thin."

The Fingerprint Stand

The height of the stand used for fingerprint application is an important item. If it is too low, the average individual is placed in an awkward position which will prevent taking good prints. By the same token, if the stand is too high, it will be difficult to control the subject's fingers.

The most satisfactory height for the stand is approximately 43 inches from the floor. This height will be just about the most normal one for average individuals. There will, however, be times when the subject is shorter or taller than the average, but these occasions will be so infrequent that it is not necessary to build special stands to accommodate these few individuals.

If a stand is not available at the prescribed height of forty-three inches, it is not necessary to purchase or construct a specially built one. Rather, the writer suggests a stand that may be easily constructed in the plant carpenter shop. This stand will sit on the average office desk top, with just enough additional height to make the distance from the floor to the stand top measure forty-three inches. This stand should have a recessed compartment to hold fingerprint cards, a drawer for roller storage and for the ink, glass, and a towel, or cleaning solvents if used. The card holder is permanently attached to the stand. This stand is small enough and compact enough to be portable in case the operator is required to go to another plant or section to take fingerprints. The card holder is mounted on the outside edge of the stand nearest the operator, with the glass to the right of the holder and next to the edge. Such an arrangement permits the operator to bring the inked hand from the glass to the holder toward himself. This minimizes possible smearing of the card.

The Fingerprint Card

Fingerprint cards are standardized through the identification bureaus of the United States. Card composition may differ, but the size and information are standard and acceptable in all departments. The standard size is eight inches by eight inches. The card itself is white and has a semi-glazed surface. (When purchasing cards, be certain that the semi-glazed feature is specified. Some suppliers are inclined to offer a cheap, rough grade of paper that does not lend itself to print legibility.) Since the cards may be used frequently and may be on file for many years, the weight, texture and firmness should be of a good grade.

Usually the card furnishes a space in the upper right hand corner in which the technician places the classification.

The body of the card contains two rows of five spaces each, numbered consecutively from 1 to 10, starting with the thumb of the right hand in the first row of five spaces. The second row starts with the thumb of the left hand.

Square blocks are provided on the bottom left and right sides for the flat impressions. These are to establish that the individual prints are in proper sequence and also to provide additional detailed information.

In addition to the spaces for the prints, there is a space allotted for

physical description, scars, etc., and for the signature of the person being fingerprinted.

TAKING THE FINGERPRINTS

The subject should be told to relax his hand completely and also to look at a picture on the wall so that his mind may be removed as completely as possible from the immediate operation. A subject who is aware of every motion has a tendency to tighten his fingers. This means an increased effort by the operator to overcome this subconscious resistance and results in illegible prints. It is important that the operator be in complete control of the subject. (The author has found that high executives are often the most difficult to fingerprint, probably because of their strong supervisory personality traits, thus making it difficult for them to reliquish control.) It is to be emphasized to the subject that he is not to help in any way and that he is not to attempt to roll his own fingers.

The most satisfactory position for taking fingerprints is with the operator standing at the subject's left, placing himself at an angle of 45 degrees in facing the stand. The card holder is on the corner of the stand nearest the operator and the inking plate slightly to the right side of the holder. With this position of the holder, the plate, and the operator, it is convenient to ink the finger and bring it toward the operator for recording on the card. The operator may then grasp the subject's hand, at right angles, the left thumb and index finger lightly holding the top of the subject's finger, the right thumb and index finger providing the motion to turn the subject's finger.

Since the card is designed to print the right fingers first, it is necessary to start with the subject's right thumb. The thumb, like the fingers, is rolled out in a 180 degree (nail to nail) turn over the inking plate and then in a like manner on the card, immediately after inking the finger. This is preferred rather than inking all the fingers at once. The thumb, since it is easier to turn than the fingers, may be rolled outward or inward. The fingers should always be rolled from the side nearest the thumb to the outside. This is preferred in order to conform with the natural rolling motion of the wrist.

The print of each digit should include the portion of the finger from the first fissure to the top of the finger. It is unnecessary to show the very tip.

When taking the flat impressions, the subject may be told to place his four fingers together and keep them extended and taut. The operator then applies slight pressure to the back of the fingers to insure a good impression. The thumbs are taken separately in a similar manner. The operator may steady and guide this operation by grasping the wrist and applying pressure with the other hand.

NORFORK, VIRGINIA DEDICATES NEW PUBLIC SAFETY BUILDING

More than 400 policemen and almost 100 police vehicles gathered together at Norfolk, Virginia, on February 18th for a vehicle review and parade saluting that City's new Public Safety Building.

They came from six cities, two counties and 13 military establishments in a unique demonstration of police harmony and cooperative feeling.

This was an exciting day for Norfolk's force and its Chief, Harold Anderson. The new Police Headquarters and First Precinct are housed in this new $4.5 million Public Safety Building, along with the City Jail and Municipal Courts.

After years in antiquated and cramped quarters, the Norfolk police now have superb facilities with the very latest equipment.

An unusual and unprecedented dedication, designated "Countdown . . . 10," signified the completion of the first of several projects in the extensive redevelopment of Downtown Norfolk. Ten projects have been grouped together in a vast civic program entitled "Space Age Countdown."

"Countdown . . . 10" was, in effect, a massive display of Norfolk area police strength. Not only were the law enforcement participants the "stars" of the dedicatory ceremonies; they were also active policemen on duty who quietly yet firmly maintained order without mishap during the nine-day opening of the Public Safety Building.

After the parade, each of the 21 police forces involved placed a vehicle on exhibit at the Public Safety Building for the balance of the day. The Army flew in a special police exhibit from Camp Gordon, Georgia, for the event.

At the conclusion of this, the Mayor, W. Fred Duckworth, spoke a few words about the Norfolk Police and their building. The flag was then raised by the Police color guard and the Building was opened to the public for tours.

Police Personnel Selection in Europe

By Richard H. Blum

ABOUT THE AUTHOR: *This is the third in a series of three articles dealing with police personnel selection and training procedures in European countries. In this article, Dr. Blum continues his discussion of English methods and then presents the approach to police personnel problems in Greece and Italy. The second article in this series appeared in the preceding issue of POLICE.*

ENGLAND

One should also note the existence of an unusual Cadet Program in the London Metropolitan Police. The Cadet force is a great success as a means of early selection of men, long training, and preparation for eventual officer promotion. Under the Cadet Program young men, carefully selected as before, become cadets at age sixteen and one-half years. They are given six months initial cadet schooling. They are then attached to police units for desk work, assistantships, etc. At age eighteen they are reexamined medically, educationally, and work reviewed, then sent on to three months further schooling. At age nineteen they become regular constables well grounded in police work. There are far more applicants for cadet than can ever be accepted.

In spite of the Cadet Program and the fact that among regular applicants a total of only 5% pass the screening process, English administrators complain that the post-war quality of their applicants is not so high as before, and that the quality of men on the force is less desirable. They relate these personnel problems to changes in the cultural and socio-economic climate in England, a change in personal values, and changes in child-rearing methods coupled with war trauma. Primarily they feel new applicants, even the best, are less future-oriented, less career oriented, more "let's live for the moment" in their philosophy. Even so, administrators report few difficulties in regard to honesty or real performance effectiveness among English police. Rural police are stated to be superior to urban police in over-all efficiency and work dedication. A more serious problem remains in the inability to select men, under current rise-from-the-ranks programs, who will prove effective and intelligent senior officers.

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GREECE

Even more than Switzerland, Greece is a unified and homogenous country. It has none of the "melting-pot" problems of America, for all Greeks are of the same race, creed, and sub-culture. They share one culture, one religion, and one morality. The police report that they have practically no crime, even in their largest city which is Athens. However Greeks do differ bitterly over politics.

Greek police are federal and centralized. Local politics need play no role in local police work, however federal politics can play a role. Usually this means that political beliefs of the police applicant are scrutinized.

The centralization of police administration means that both selection and training are also federally controlled rather than under local option. In both, the Greeks appear to do an exceptionally fine job.

The selection of officers, like in France, depends upon higher educational standards than for the constabulary. If a man meets the various standards, for either supervisory or constabulary positions, he must undergo a rigid character investigation. Greece, like Switzerland, puts great emphasis on interviewing all the important people in the applicant's life —his school teachers, priest, relatives, friends, etc. Neighbors, merchants, and others will also be seen.

Since most of the applicants come from small towns there is no problem in the man's not being known. Even in the large cities the neighborhood is structured much like the town, and people know one another well. They have quite a simple solution for the problem of the man who has moved a lot and who is not so well known. They won't hire him, just because he's been mobile. To emphasize the strictness of the Greek investigation I should indicate that a man is not acceptable to the police if his parents have ever been guilty of any misdemeanor at all. The Greeks are firm believers in "like father, like son". Since Greek family life is so close and so important there is little question but what the police are quite right.

One cannot become an officer until he has served within the ranks. This means that many ambitious constables attend university in order to get their law or criminology degrees.

Training is stressed in Greece. The newly appointed policeman must go

to school for one or two full years before he begins actual duty. Should he wish to stand for promotion he must return to school, first passing an entrance examination, for another full year. Should he pass that year the constable will become a corporal. To become sergeant the process is repeated, and again when his university degree is obtained he must pass further examinations to qualify for an officer's rank. Once qualified he returns to a separate school for one or two more years.

The Greeks have little difficulty with inefficient or corrupt policemen. Social pressures force them to honesty, their own pride directs it, and their training emphasizes it. The greatest temptation derives from the low low pay the policeman gets. A constable makes no more than $50 per month, a metropolitan chief makes $200. But because of the shortage of jobs and the high prestige of police work, applicants exceed openings three to one.

ITALY

Italy has federal police. These are divided into two services, the Carabineri and the National Police. For both, selection, training, assignment, and administration are centralized in Rome, although in quite different headquarters and Ministries. There appears to be considerable rivalry between the two and, especially in the past, bitterness over differences in political beliefs, especially on the matter of fascism.

From the standpoint of selection for the National Police, the most impressive feature is the great emphasis on psychological testing as the major feature of the selection process. Investigative work is secondary to test findings. To demonstrate this point let me say that 7,000 applicants per year are screened, each is given a full three day series of psychological tests. A staff of forty psychologists and psychometricians runs the program. The 7,000 represent the 65% of the primary applicant group who pass the physical examination. 75% of the 7,000 are passed and can go into regular police work. However the National Police also have specialized assignment from the beginning, and for their top flight groups extra screening is given so that only 20% may survive to be put into Border Police, Criminal Police, etc.

It is not possible to list all the psychological tests given. Many are unknown in the United States. Each of the tests used appears to have the full confidence of the staff and high administrative echelons. The tests include measure of intelligence, projective techniques (like the Rorschach ink blots), structured (paper and pencil) tests of personality, background questionnaires with special predictive weightings, elaborate psychophysical tests (sensory capabilities), special interviews and so forth. A considerable capitol investment in psychological apparatus has been made; far outstripping many university laboratories in the United States.

Once a man is passed he is given nine months training before going on duty. Should he go into special service, e.g. Criminal Police, Border Police, etc., he will receive another nine months training. After school is completed the man is sent to duty. After six months on duty his superior must send a report on his performance back to the testing center so that they may do correlational studies. (They could but they don't). The purpose of the report back is to allow the center to compare original test data with later performance data. In spite of the fact that they don't bother to undertake such validation work, the center reports that no more than 4 or 5% of its selectees fail to work out well in police service.

The Italians also state that they are not much troubled by inefficient or dishonest policemen. Again they stress that it is a matter of pride to be a policeman and that everyone strives hard to do a good job. On an impressionistic basis I would say that the Italians have more trouble with later performance than do the Greeks or Swiss or French.

REVIEW

European police departments appear to have advantages over many of their American counterparts. It is rare in the United States to see such careful work on applicant character investigations, such emphasis on education — especially for senior staff rank, such a correlated relationship between advanced training and promotion, and such advanced technology in selection instruments as characterize one or more European departments.

The blessing of central federal administration is a mixed one. It assures economical and comprehensive large scale operation free from local pressures and corruption, and can guarantee needed national coordination and cooperation. Conversely it can inject national politics into police work; may decrease sensitivity to local problems, and can create proliferating administrative monsters. England seems to have the best of two worlds by fostering local self-direc-

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tion under Home Office standards in training and financing.

By and large the public respect for police seems greater in Europe, the public understanding of and commitment to the job of the policeman seems more profound, and the police themselves appear to have much greater pride and self respect in their work. In contrast, the American policeman has great advantages in his higher pay, in his freedom from intrusions into his own political beliefs, and in his more adequate equipment and technical materials.

European Comment on American Selection and Training

Many European police officials have taught, toured, or worked with American police departments. Their intelligent appraisals are worthy of note. Major criticisms which they level at our situation include the following:

1. "American police lack fundamental administrative units which can produce effective local administration without interference from politics. One must have central supervision at some high state or national governmental level in order to reduce local autonomy, and to induce uniform high standards, coordination, and control. From the selection standpoint America does not have the needed coordinated police system which will allow one department to request from and rely on another department for a thorough background inquiry into the antecedents of each applicant for police work hailing from a given community."

2. "America lacks standardization of selection requirements and standardization of training, ideally through central economical and adequate training schools and facilities, followed perhaps by supplemental local training. Training itself must be intensive enough to fit applicants for their work. That condition does not often apply in the United States where training is too often inconsistent, inadequate, or even nonexistent."

3. "American departments often lack standards for administrators who will, in turn, be in charge of selection, training, and departmental management. Not only must training in schools be supervised and conducted by uniformly competent staff, but local police work should have an in-service training nature which can be secured only through excellent local administrators and supervisory personnel. All departments must be assured of well trained and intelligent senior staff, free from political influence or taint. In the past American departments have often deprived themselves of highly educated senior personnel because of the up-from-the-ranks or political appointment system of senior staff selection."

4. "American departments may fail to have clear ideas about the kind of men they want to select as policemen; or there may be reluctance to set the high standards of character, purpose, and freedom from past taint which should apply. Until job qualifications are clearly established, and decisions on the desired characteristics of policemen are resolutely made, American police selection will continue to suffer difficulties."

5. "An advantage which accrues to the American department over its European counterpart is the American acceptance of modern personnel management methods, including Civil Service itself, and the willingness to conduct selection research on a scientific basis." These latter qualities, European officials often stated, are assets rarely found in Europe.

ARMY RESERVISTS TAKE FIRST PARACHUTE JUMP

Nearly 60 Chicago area Army Reservists—whose civilian jobs range from lawyer to clerk to switchman—were transformed into members of a tough, elite Special Forces unit in a parachute exercise Saturday, March 25.

Led by Lieutenant Colonel Maurice G. Gantzert, Illinois, 40 men parachuted onto level cornfields near Coal City, Illinois, 26 miles southwest of Joliet, in the first exercise of its kind in the Fifth U. S. Army area.

Other members of the unit, the 12th Special Forces Group (Airborne), acted as "pathfinder personnel" on the ground.

There were no injuries in the exercise.

Colonel Gantzert called the training "a fine success." He also praised cooperation received from other Army units, the Air Force, and civilian personnel.

Veteran parachutists from Fort Campbell, Kentucky, provided expert guidance. The 801st General Hospital of Lincolnwood USAR Center and the 327th MP Battalion of Chicago provided Reserve support. The 586th Signal Co., Fort Sheridan, Illinois, handled communications.

Three C-119's to carry the parachutists were provided by the 64th Troop Carrier Squadron, an Air Force Reserve unit based at O'Hara Field, Chicago.

The Illinois State Police, Grundy County Sheriff's office and Civil Defense personnel cooperated on traffic control in the area.

The jump was scheduled so that members of the Special Forces unit could maintain proficiency in parachuting—a key part of their role that includes dropping deep behind enemy lines to engage in sabotage and train guerilla forces.

The Sentimental Murderer: Why Does He Kill?

By James M. Reinhardt

About The Author: *Doctor Reinhardt is Professor of Criminology at the University of Nebraska. Author and lecturer in the fields of Social Psychology, Criminology and Abnormal Behavior, he is recognized as an authority on these subjects.*

Here I want to talk about a strangely motivated kind of murderer fortunately rare, whose engaging manner and affable nature often defy suspicion. Because of the variations in the outward manifestations of his type, he is not easy to classify under a specific label. For the purposes of this discussion I am calling him The Sentimental Criminal. This kind of killer does not murder in a fit of jealous passion; to avoid identification; to escape arrest; to collect a fee; to liquidate a rival or to gratify a sadistic lust rage. Indeed, he does not kill for any of the reasons ordinarily familiar to the average "homicide squad." Extravagant as it may seem, this monstrous *genus* of the murder world kills to gratify a morbidly exciting quality of the imagination. One can believe that if the killer's feverishly cruel imagination had somehow been turned to creative ends he might conceivably have been a talented composer or inventor. Certainly it is known that whatever happens to the *creative* thinker whether in music, science or art, it is in some way related to some insatiable quality of the imagination. However, for the devouringly cruel murderer, every muscle fibre and nerve end appears to be caught up and driven to act by some sanguinary necessity. Unlike the sado-masochist, or lust murderer who tends to identify the victim with his own fiendish delights, for the type discussed here it is a curious awareness of the poor victims suffering; the flow of blood, the quiver of flesh, the writhing face that feeds the hideous compulsion. Sometimes the murder is done quickly as with a few savage thrusts or blows. Sometimes it is meticulously drawn out as with slow poisoning or choking. Sometimes the killer experiments with different degrees and brands of cruelty. He may turn away from the crime scene sick and saturated with the thrill of killing, but unless caught, the murderous hunger returns. The killer finds another victim.

Sometimes he finds a plausable excuse. There may be a twinge of what passes for remorse but it is never a feeling for the fate of the poor victim. It is always, for the killer's own pitiably defeated self. A woman who had killed four husbands thought the fate of each quite justified. They had made her "burdens grievous to bear." She was a "sympathetic woman," and a "Christian," she thought. She loved "flowers and mountain music." She let her victims die slowly. That way she could "hold their hands, and be kind to them." She could say "sweet things to them" as it was "in her nature" to say. She sang, "Jesus is softly and tenderly calling." What really happened to her when she killed? I do not know. She could not tell me. She would say only that she "loved people." She knew that "God had been good" to her. She was a little happier she thought, after a man she had killed was gone. The money she collected was small. She said that she "needed it . . . (she) had earned it," but would not kill for it. Soon again she was restless. She wanted to be "kind to some one" else. She had a secret that her victim did not know. He was going to die. She sang "Jesus is calling" and her heart leaped and her imagination imagined.

A nineteen year old lad robbed a gas station and killed the attendant. Returning from the murder scene he left his old car and looked at the far away stars. He wondered what things were like up there around the stars. He subsequently killed ten more people. He killed quickly and moved on. He told me that he felt better after a killing, but soon got restless again. In the death cell he sketched brooding faces, and moving shadows. He could not compose a short grammatical sentence. Yet he formed such feeling lines on paper that people who read them believed they were forgeries. He had no remorse. There may be other motives too, but for this type of killer they seem secondary or incidental. The impelling force is the morbid demand for the frenzied excitement of the killing. Such criminals are often calculating.

They may speak calmly in the ordinary day-to-day relations of life. Their conversations are generally moderate and credible. They may be timid, admiringly self-effacing and sometimes sensitively religious. But in the mental realm of murder the imagination seems to sweep resistlessly over the bounds of ordinary mental imagery. The play of the imagination upon murderous themes appears in most instances to put the individual in a morbidly sensuous state of excitement. It is this that absorbs the entire personality and pulls the killer back again and again to a re-enactment of murder. Such criminals have sometimes turned rather suddenly from socially agreeable ways. Every serious line of thought about crime and criminals must surely lead, at last, to the baffling question: what happens to a man when he quits the long habituated conduct of compassionate men and sets out to carve a trail of fiendish murder? Whatever it is, it has brought terror to the night in almost every civilized space and time in the world.

Strangely, such killers usually find time for normal activity in the interludes between murder. In prison, and even awaiting execution, they may turn to the creative

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arts. Even here, there is little trace of that curiously fiendish imagination that turned them to wanton murder. There is no sign of genuine remorse.

As I have suggested such criminals are often capable of moving tenderness and exhalted expression.

"Oh Ellen, where are you dreaming tonight? . . ."

That line is lifted from a nameless quatrain. It was written in a prison cell by a cold and cruel "chain" murderer. He said: "No, I never wrote nothing . . . Well, not this kind of stuff till they put me in here."

Another killer who broke suddenly and left eleven people dead said: "I never got much interested in drawing 'till I was put in this place . . . Guess it's too late to get much done, but I can't stop until they give me the 'juice.' "

Many, many murderers have sat along death row since a small screw faced man with one leg, read a book by Thomas Robert Malthus on the effects of over-population on ". . . The Improvement of Society," and then went out and murdered another little screw faced man who had but one leg. That was the beginning. The killer assumed his first victim's identity, and with *Malthus* under his arm he killed forty-two more people before he was finally convicted and condemned to die.

The unsuspicious looking little killer had apparently been known as a gentle creature. Indeed, a moronic woman whom he had once befriended was allowed to share with him his last breakfast. Anyhow, a look of innocence armed with the good name and physical likeness of the first man he murdered gained him repeated releases from arrests on suspicion.

From the hour that he finished the first reading of *Malthus* this timid wart of a man was on the hunt for the kill. That book was his *elixer vitae*. It seemed to reassure him as did the pupil of his eye. He re-read the book as he worked up for the kill and he flipped its pages always before he struck. He struck methodically but indiscriminately. His victims included a farmer wending home from the field at the day's end, a shopkeeper, a man on the road. Someone must die. Another always another.

The urge was insatiable. There came a time when the masque fell apart. The quiet little killer with only one leg was sentenced to die. He gave no sign of fear or remorse. In the closing moments before his head was chopped off he said: "I gave myself wholeheartedly . . . not much, but all I had time for."

For two murder struck years he read one book. It is not reported that he read anything else. His father was a barber and his mother a former tight-rope-walker in a circus. Nothing in the record suggests that either was ever a criminal or ever had a criminal thought.

It was said of this case that *Malthus* was the provoking stimulus, that far beneath the surface of conscious things were long fettered unconscious cravings, warped desires and defeated ambitions.

Sure enough. I have read the answers in numerous prison "jackets." The answers we are told, were scraped from the subterranean depths of the killer's hidden anger. But anon and always the same age old question: What really happened to the man when he turned and started to kill?

An accomplished artist with unobtrusive and gentle ways made a visit to the home of an attractive girl who had sat for a portrait. The mother of the girl was alone in the house when the artist arrived. The artist visited with the mother while sketching the woman's features. Then he killed her. The door opened and an older daughter entered. The artist killed the older daughter. His attention was then arrested by a movement in an adjoining room. The artist went into the room. It was a bedroom. A man, a boarder in the house, was asleep on the bed. The artist murdered the man. Soon now the younger daughter, the model who had sat for the artist, came through the door. He killed her. It was all done with assembly line timing. No hitch, no lost motion. When it was all done the killer said that he loved beauty. The girl was "no longer beautiful." He never wanted "to look upon her again." He thought sex had become something of a problem with him. He had thought about it a great deal.

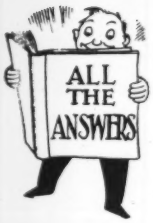
Well, what of that? Sex was something of a problem long before the Kingdom of Chaldea.

Various theories of nonsensical murder have been woven around the stupidities of the stupid. Yet we know no more about what actually happens inside the fool than we know about what happens to the poet or the inventor. Equally baffling are the ingenious surprises of the stupid man who handles his affairs so well in spite of tremendous odds. We have little to say about the *stupe* who never turns to murder. He is really the forgotten man.

"My name is Stumpy, the Stupe. Guess they call me Stumpy because I am short. But I don't mind. It's fun to be short and say funny things and make people laugh. They say, "That's Stumpy the Stupe," and "You can't beat Stumpy." "One time Ken Lashy said: 'Stumpy, what made you quit growing so soon?' and I said: "I don't know. What made you keep on growing so long? Everybody laughed at what I said. Del, Ken's brother, laughed louder than anybody else. Nobody laughed at what Ken Lashy said. I never learned much at school. I didn't mind that neither. It's like my Pop said, 'The Lord gives everybody something.' "

In Lincoln, Nebraska, there lived a boy who might have been called Stumpy, but he wasn't. He was short, had red hair, slightly tilted eyes and moderately bowed legs. He was by no means unattractive. He was given various names: "Red head," "Pecker-Wood," "Archie." Never "Stumpy the Stupe." He exhibited potential gifts in art and mechanics. His teachers gave him overtime attention. Suddenly at nineteen he turned to the gun and eleven innocent people ranging from three years to seventy years of age were murdered.

I end where I started: Beneath the sordid cruel play of the murderous imagination, what really happens? ★★★



Manual of Rules and Regulations for Small Police Departments

By Robert H. Christian

About The Author: *Since becoming Mayor of the Village of Woodlawn, Ohio, Mr. Christian has been reading and studying numerous police manuals, magazines, etc., in an effort to be informed regarding police duties and related activities, and consequently more adequate in performing the administrative obligations toward the police department.*

Many questions and problems have arisen which could have been solved most expediently by having a Manual of Rules and Regulations for Small Departments. Specific rules of conduct and procedure by which a small department could be guided.

Mr. Christian has endeavored to compose such a manual which is a more positive list of "do's" and "don'ts" to be used by police departments, mayors, and/or managers of small municipalities as a set of "general orders."

POLICE is most happy to publish this "Manual" in the form of a series of three articles.

PART I

Introduction

A police department is a service organization established by law to protect the public peace.

WHY? Rules of natural order or laws of nature have been in existence from the beginning of time. The laws of day and night, summer and winter, moon and stars are all very obvious, unchangeable rules of nature which all persons are aware of. Similarly there are rules of nature which govern our living habits. If we do not eat we starve and die, if we eat too much we get sick. Unfortunately human beings with their human failings try to violate some natural laws and suffer physical consequences as a result of their error.

Since human failings vary in each of us and many of these failings are in conduct, which is not governed by natural laws, man has become aware of the fact that he must get together with his fellow men and formulate rules of conduct by which all persons shall be governed for their mutual benefit. Hence we have rules, ordinances, or laws which control human behavior in business, in social activity, in transportation, etc. These laws generally protect the weak, control the strong and maintain a peaceful balance of human existence. Laws are enacted to serve the civilization or time and place where they exist.

Once laws had been enacted, man found that he must have agents to enforce the laws and finally we have the many law enforcement agencies of which we are familiar. Law enforcement agencies are a necessity now and always will be. Anyone who examines the situation carefully will agree that all persons should have great respect for the many law enforcement agencies. Unfortunately this is not the case and sometimes it is the law enforcement agent who causes this disrespect by his conduct or the method by which he enforces the law. Large police departments have personnel who look after public relations and patrolmen conduct but a small department cannot afford such services and as a result, fall under extensive criticism in many cases.

This manual is especially written with one purpose in mind and that is to present a daily behavior guide to a small law enforcement agency so that this small department can have a set of rules to be governed by, which will bring merit, confidence and eventually the respect of the public.

Many excellent books have been written which explain in great detail the reasons and the methods of police work. This manual is an attempt to set down in brief concise form, lists of specific "Do's" and "Don'ts" for everyday use and not just a book of theory to be read and perhaps remembered.

Ethics

Arresting people is not a pleasant experience and demands a philosophy which is professional. Law enforcement is an honorable vocation. Personal honor and a devotion to police duty placed above one's duty to self are the motives which drive a policeman to fulfill his vocational obligations to the highest degree. Self sacrifice to a high ideal is the key to a successful policeman's life. This self sacrifice is based upon a policeman's realization and acceptance of the responsibilities and obligations given to him. He must believe that law enforcement is an honorable vocation. A law enforcement agent has a duty to protect the weak, defend the right, and to give assistance to the injured or distressed. He must uphold the law in both his public and private life. A policeman has the responsibility to report facts, to testify without prejudice, and to control his emotions at all times. He must be an example of a good citizen because he is constantly in the public eye even in his most private and personal life. A policeman, because of his position in the community, receives much information which he must retain as a sacred trust to be used for official purposes only. Loyal, faithful attention to the identification and apprehension of criminals is a basic obligation, but there must be an alertness to protect the innocent. A law enforcement agent must carry out the functions of his job without fear, favor or prejudice, and he must not seek to benefit personally by any confidential information that may come to him. Faithfulness and loyalty to the police department is mandatory. Without relaxing rules, granting favors, etc., a policeman must always try to promote better public rela-

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tions with other law enforcement agencies and the citizens of the community that he serves. Any man in uniform easily stands out in a crowd, a community, etc., and is easily observed by a critical public. A policeman should be proud to hold a position in the community which demands such a high standard of ethics.

Principles

The Revised Code of Ohio specifies that a police department, in a Village, is a function of the Mayor's office. The Mayor is charged with being the chief conservator of the peace. The Marshall or Police Chief is charged with being the chief peace officer directly responsible to the Mayor. The Chief is the enforcement agent who physically preserves or conserves the peace of the community under the direction of the Mayor.

The primary responsibility of all police departments is the preservation of the public peace by

(a) Crime Prevention
(b) Protection of life and property
(c) Suppression of criminal activity
(d) Apprehension and prosecution of offenders
(e) Regulation of non-criminal public conduct

This responsibility is achieved in a large department by grouping or sectionalizing the entire department and then by delegating sub responsibilities to specific units who then work together in a coordinated manner.

A small department cannot afford to have units, as such, with a chain of command, unit commanders, etc. Every patrolman must carry out all phases of the prime responsibility stated above, alone.

Police activity or duty can be divided into three major categories, namely—Management, Patrol and Augmentary. A large department may have a supervisor and an entire chain of command within each major category. A small department must accomplish the same functions but with few personnel. Therefore the entire organization must be on a much smaller and simplified scale.

Management—This is the administration of the department and is the duty of the Chief. The Chief must plan the use of his few men in such a manner so as to achieve the most efficient police action. He must also concern himself with the budget by analyzing the needs of the department. Unfortunately he cannot stop here, he must next convince the legislative authority of his needs. Finally, he must accomplish a detailed watchfulness of the budget, that is granted to him, so that he compiles statistics by which he can more effectively build a basis for future budgets and needs.

Patrol—This is the function that encompasses the true, basic work of the police department. Traffic patrol and control, accident investigation, crime investigation and control, etc., are the basic duties in this category and are the responsibility of the patrolman.

Augmentary—This category takes in the various duties which go to make up an assistance to the Patrol duties. Records, prisoner detention, property maintenance, education, etc., make up the duties of this function and should be carried out by the Chief who should sub delegate some of this work to the men. In a small department one or all of the patrolmen can and should be given an augmentary function in addition to his patrol duties. An alert patrolman can easily carry out one auxiliary duty without any sacrifice to his prime duty, Patrol.

A large department has a chain of command which must generally be followed at all times very similar to any other military organization.

A small department cannot have such a system. A one man shift department makes every man his own supervisor and each man reports directly to the Chief. If a department has a lieutenant or sergeant, or two, a modified chain of command is recommended. Emergency situations should always place the higest ranking officer on the scene in command. This should not be construed to mean that an assisting department is in charge of a situation because of rank. The highest ranking officer of the department having jurisdiction over the scene of the emergency situation should have command.

An efficient police department must be a tightly knit, tightly controlled, mobile, flexible, and hard hitting unit.

Standards

High standards in police work are a must. This includes high standards of personal conduct. One man will not build a department but one man can tear it apart. A policeman must always be aware of the trust that the community places in him. Every policeman must be ever alert so that he is prepared for any emergency whether it be day or night, weekend or holiday.

A law enforcement agent must:

1. Tell the truth, the whole truth and nothing but the truth. Evasions and half truths damage the reputation of the man, all departments, and destroy public confidence.
2. Exert every effort to complete his assigned tasks.
3. Avoid the use of profane or obscene language.
4. Keep his mind and body sound and healthy.
5. Constantly try to improve himself through study of progressive police techniques. This should be his own endeavor and he should not wait for the community to provide such an education.
6. Be loyal to all law enforcement agencies, to men of his own department, regardless of the rank of his associates.
7. Encourage his associates to fully discharge the obligations of their office through his own good example, at least.
8. Strive for full coordination of effort in internal activities and in official relationships with other organizations.
9. Take his oath of office without reservation or evasion. There can be no compromise with sincerity.

Deportment

Deportment is conduct. The conduct by which the public judges a patrolman, the combined conduct of all of the patrolmen by which the public judge the department, this is the conduct or self behavior which falls under the heading of deportment.

A patrolman shall:

1. Carry his credentials at all times.
2. Carry his badge or a small replica thereof at all times.
3. Not permit any other person to use his badge or credentials.
4. Not use his badge or credentials or position to gain personal advantages especially in financial matters.
5. Treat his superiors, his fellow policemen and the public with respect, courtesy, and consideration.
6. Be a good example to juveniles by conducting himself in a manner that gains their respect.
7. Report all grievances, gossip, etc. to the Chief.
8. Promptly obey all orders given to him by his Chief or his temporary or regular supervisor.
9. Respond to special demands of service even if off duty.
10. Gain the permission of the Chief prior to being engaged in any other employment.
11. Not exhibit or divulge the contents of any criminal record to any person in any manner except in the line of duty and department business as provided by law.
12. Not divulge gossip or department business which would in any manner be detrimental to his fellow policemen and/or the department.
13. Not recommend a bondsman, or an attorney, to an arrested person.
14. Not become a member of any organization whose policy is to interfere with discipline or control of the department.
15. Not visit places of questionable character except in line of duty.
16. Not associate with persons who own or operate places of questionable character except in line of duty.
17. Not interfere with the lawful business of any person.
18. Not be an active member of any political party.
19. Not solicit funds, votes, or distribute sample ballots etc., for any political party or person.
20. Not become involved in arguments concerning politics or religion.
21. Never drink alcoholic beverages while in uniform or while wearing his gun in an exposed manner, in a public place, when off duty.
22. Never drink alcoholic beverages while on duty or just prior to reporting for duty.
23. Never report for duty while under the influence of intoxicants, drugs, etc.
24. Never wear identifiable parts of his uniform in combination with civilian clothes.

(a) Exception, may be special attire for special duty or ordered by Chief.

(b) Wearing of gun at all times should be a department rule and not covered herein.

25. Avoid use of profane and obscene language.
26. Never smoke or chew gum or tobacco while on duty and in the public eye such as directing traffic, scene of an accident, court, etc.
27. Never loiter in public places or congregate in public with fellow patrolmen in such a manner as to bring discredit to his profession.
28. Never conduct associations with women for social or personal purposes while on duty or in uniform.
29. Never contract excessive debt.
30. Never refuse to make payment of his just debt.
31. Never transport a female in his police vehicle except as stated herein. (See Specific Rules: Equipment to appear in next issue of POLICE.)

Drug Seizures Analyzed by Los Angeles P. D.

By Lt. William King

EDITOR'S NOTE: *The following report provides an illuminating insight into the activities of the police with respect to the investigation of cases involving illegal possession of narcotics.*

Marijuana, 1074; Heroin, 631; Amphetamine, 351; Barbiturates, 155; Negative, 326; Miscellaneous, 151; Morphine, 19. Total cases analyzed: 2737.

The most common analysis was made on marijuana. These samples consisted of cigarettes, loose marijuana, seeds, and growing plants. Some samples, however, were adulterated with catnip, spices, etc. Although most heroin was in capsules of little more than one grain each, large seizures came in balloons, condoms, fingerstalls, and bottles or cartons. Most of these samples were adulterated and such samples as were analyzed quantitatively ran from 5% to 20% heroin. The most common diluent was lactose. Where other unlawful drugs were used as adulterants, only heroin was listed as analyzed.

Amphetamine was mostly benzedrene and dexadrene usually in the form of a cross scored white pill for the former and heart shaped or colored pills for the latter. Some lots consisted of 20 pounds or more. The barbiturates consisted principally of phenobarbital, seconal, and nembutal. Here too, seizures ran all the way from five grain capsules to several pounds.

Under the negative item were listed all seized samples consisting of lawful drugs such as tranquilizers, vitamins, hormones, and common remedies such as aspirin, quinine, etc., as well as those drugs such as thyroid extract, etc. which require a prescription but which may be in lawful possession without one. Most morphine was found in drugs taken in burglaries or stolen from doctors' kits. Under the miscellaneous item were grouped felony drugs not listed separately such as demerol, amidone, cocaine, procaine, opium, papaverine, etc. Of this group amidone was probably the most common.

No figures were available for convictions resulting from arrests in these cases. However, it is believed that the conviction rate was high due to the investigating and arresting officers' carful adherence to the letter and spirit of the law and to the rulings of the court. Also, it is a matter of policy that arrests are not made unless there is reasonable assurance that the evidence is sufficient to sustain a conviction.

NEWS and ANNOUNCEMENTS

POLYGRAPH INTERROGATION CASE HISTORIES OFFERED IN NEW MANUAL

A new manual of polygraph interrogation and lie detection case histories is now offered by the Keeler Polygraph division of Associated Research, Inc.

This new manual details the experiences of many law enforcement agencies, with regard to their use of polygraph interrogation for the investigation of a wide range of crimes.

These reports cover actual cases in communities of almost every size, and many sections of the country.

The polygraph case history Manual L-69, may be secured from the Keeler Polygraph division of Associated Research, Inc., 3777 W. Belmont Ave., Chicago 18, Illinois.

SOUTHERN POLICE INSTITUTE ANNOUNCES FALL TERM

The Southern Police Institute of the University of Louisville (Kentucky) announces their Fall Term which will begin September 11 and end December 1, 1961. The application deadline is August 5, 1961. Scholarships, consisting of free tuition, are available for 25 law enforcement officers.

LONG BEACH STATE COLLEGE TO HOLD POLYGRAPH EXAMINER TRAINING COURSE

The Department of Police Science and Administration of Long Beach State College, in cooperation with Long Beach State College Foundation will present a Polygraph Examiner Training Course (III-A-61) July 8 to November 18, 1961. Classes will be held on Saturdays only, from 9:00 A.M. to 4:00 P.M. The course will be offered as a part of The Public Safety Institute (Criminalistics Section) under the Direction of Dr. A. C. German. The Coordinator will be Prof. C. S. Price.

PREPARE FIRE PROTECTION MEASURES NOW

This is an excellent time to prepare fire protection units. For many years, calcium chloride solution has been recognized as a year round fire protection medium where water is an extinguishing agent.

The Calcium Chloride Institute has issued a revised edition of its Brief MB-19 "Fire Protection with Calcium Chloride." It explains how to prepare the solution for various types of equipment, maintenance, and a chart which enables users to prepare the solution in strength and quantity desired.

Single copies of the revised Brief MB-19 are available on request to the Calcium Chloride Institute, 909 Ring Building, Washington 6, D. C.

OHIO AND ILLINOIS LEGISLATIVE COMMITTEES ACT FAVORABLY ON AUTO "SAFETY GLASS" LAWS

Washington, D. C. May 25.—Legislative committees in Ohio and Illinois today favorably reported out bills to strengthen the state laws on automobile glass, thus adding these two important states to those which have already taken similar action.

The laws of most states define safety glass as so fabricated or treated as to substantially reduce the hazard of flying glass when the glass is struck or broken. The new legislation further defines safety glass as being of a type which will not release more than 5% of its weight as free fragments when broken by prescribed test methods. The bills would require the use of glass meeting this specification in locations forward of seated passengers.

All American car makes with one exception have recently switched to the use of a single thickness of tempered or case-hardened glass instead of triple-laminated safety glass in door windows and vent windows. Laminated safety glass is still required, however, for windshields.

Laminated safety glass will meet the provisions of the proposed legislation whereas the single thickness tempered glass will not. When the heat-hardened outer surface of tempered glass is fractured—even by a small nick caused by a flying pebble—the entire pane of glass disintegrates instantaneously due to the internal stresses created by the tempering process.

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NINTH INTERNATIONAL AUTO THEFT INVESTIGATION SEMINAR

Speakers from 11 states and the District of Columbia will address the Ninth International Auto Theft Investigation Seminar to be held on the campus of Southern Methodist University in Dallas, August 28-31. Sponsored annually by the International Association of Auto Theft Investigators, the Seminar this year will be co-sponsored by the Southwestern Law Enforcement Institute. Copies of the program may be obtained from the Southwestern Law Enforcement Institute, Hillcrest at Daniels, Dallas 5, Texas.

"FIRST AID" IN JUVENILE DELINQUENCY

East Lansing — "Policemen should be trained to give 'first aid' in cases of juvenile delinquency, just as they do in cases of auto accidents.

"They are not social workers or psychologists, but policemen should be able to offer intelligent aid to wayward youths at crucial times," said Will C. Turnbladh, director of the Minnesota State Department of Corrections.

Turnbladh, addressing the sixth annual National Institute on Police-Community Relations May 15-20 at Michigan State University, emphasized that a great deal of scientific research and education is needed in the field.

"We do not really know the causes of juvenile delinquency," he said. "We are aware of some of the contributing factors, such as poverty, race, broken homes and poor health, but these, alone, do not cause it.

"We have no treatment to magically 'transform' people. Some like to think we have, and suggest all sorts of panaceas — publishing offenders' names, whipping, setting of curfews, censoring of reading material and others."

But none of these "emotional ideas" really get to the heart of the problem, Turnbladh stated. The solution must be found in increased knowledge and education among the public, social agencies and the police, he said.

Turnbladh urged an immediate mobilization of the personnel and tools at hand to combat this growing menace.

He pointed out that juvenile delinquency now costs the nation $2.6 billion a year.

Lieutenant Edward A. Dieckmann's article "Trained Seals in a Squirrel Cage" which appeared in our May-June issue was digested from an article which appeared in the January 1959 issue of LAW AND ORDER, with permission of the original publisher."

HELICOPTERS FOR TRAFFIC CONTROL

Helicopters for traffic control, fire department use, and disaster relief are among the topics covered by a 12-page booklet recently released by Hiller Aircraft Corporation, Palo Alto, Calif., builders of the 305 hp 12 E helicopter, power leader in the light utility class. The booklet also reveals how eligible communities pay only half the purchase price for Hiller 12 E's under federal Office of Civil and Defense Mobilization purchase plans.

Photographs of Hiller 12 E helicopters in community work, brief performance specifications and OCDM manual abstracts are also discussed.

Copies of "America's New Mounted Police" may be obtained from Commercial Division, Hiller Aircraft Corp., 1350 Willow Rd., Palo Alto, Calif.

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